


Welcome to Europe!


A comprehensive guide to resettlement


ICMC
International Catholic Migration Commission Europe

resettlement genbosætning vidarebosättning gjenbosetting uudelleensijoittamista
réinstallation reasentamiento hervestiging umsiedlung reinstalação reinsediamento
znovuosídlení презаселване relocare búferlaflutningum umberasustamine áttelepítés
przesiedlenia uchodźców presídľovania preselitev persikėlimo pārcelšanās

ICMC – A Continued Commitment to Resettlement

With a worldwide membership, staff and operations, and working with migrants and refugees in more than 40 countries, the International Catholic Migration Commission (ICMC) serves and protects uprooted people – refugees, internally displaced persons and migrants – regardless of faith, race, ethnicity or nationality. Since its creation in 1951, ICMC has identified and accompanied over one million refugees for resettlement. Through its Turkey and Lebanon offices, the ICMC Refugee Support Centre (RSC) processes refugees for resettlement to the United States. Additionally, ICMC provides expert resettlement personnel through the ICMC-UNHCR Resettlement Deployment Scheme to support UNHCR resettlement activities in field offices. In 2012 alone, ICMC deployees put forward 36,880 refugees for resettlement consideration, contributing significantly to the total of 74,839 persons submitted by UNHCR to resettlement countries that year. The ICMC Europe office in Brussels works to promote resettlement in Europe and, with its partners IOM and UNHCR, develops the European Resettlement Network (www.resettlement.eu) to build European resettlement capacity and expertise. Via the Resettlement Saves Lives Campaign, ICMC Europe also advocates for 20,000 resettlement places to be offered by Europe each year by 2020.In order to engage local actors in resettlement, ICMC Europe is currently implementing the SHARE project, building a European resettlement network of cities, regions and civil society partners committed to refugee protection and integration.

Principal authors: Rachel Westerby, City Coordinator (ICMC Europe) and Sophie Ngo-Diep, Policy & Project Development Officer (ICMC Europe)
Together with: Petra Hueck, Head of Office (ICMC Europe) and Salomé Phillmann, independent researcher
Editor: Rachel Westerby
Concept & Layout: Crossmark, Belgium – www.crossmark.be
Printed by: édition & imprimerie, Belgium - www.edimp.be
Date of publication: July 2013

Cover photos from top to bottom and from left to right:
© Iraq/Syrian refugee children play on playground equipment amid refugee families' tents in Domiz refugee camp in the Kurdistan region of Iraq/UNHCR/2013
© Tunisia / Somali refugee Mohammed receives from UNHCR the good news that he has been accepted for resettlement to the US/ UNHCR/R. Nuri/ April 2012
© Nepal/Bhutanese refugees attend a cultural orientation class conducted by IOM/IOM/Kari Collins/2009
© Tunisia/IOM arranges a charter flight from Djerba to Hannover on behalf of the German government for the refugees/IOM/2012
The Netherlands/ Wommels (North Netherlands) is home to two Bhutanese families. The children are going to the local primary school/UNHCR/P.de Ruiter/2011
© UK/An Ethiopian Oromo family resettled to Brighton, UK/UNHCR/H.Davies/2007

Welcome to Europe! A comprehensive guide to resettlement

Preface

Every year, thousands of men, women and children flee persecution and find in resettlement the possibility to build a new life and to contribute to a new society. Welcome to Europe!

Since the first edition of Welcome to Europe in 2007, we are encouraged that resettlement has increased and expanded across EU Member States together with the development of important policies in this field. Resettlement has become a new expression of European solidarity with refugee-hosting countries, and is now firmly established as an integral part of the external dimension of the Common European Asylum System (CEAS). Further evidence of this was reflected in the March 2012 adoption of the Joint EU Resettlement Programme.

Since 2007, a number of EU Member States - Belgium, France, Germany, Romania and Spain, have joined the resettlement 'family' - with some fourteen EU Member States now considered to have regular resettlement programmes. At the same time, the number of refugees resettled to the EU is still low by comparison to annual resettlement departure figures, representing just over 6% of the almost 70,000 refugees resettled globally during 2012.

Undoubtedly, Europe can and should play a greater role in providing protection for the most vulnerable refugees. National and local campaigns across Europe advocate for more and better resettlement, while the Resettlement Saves Lives campaign launched by a coalition of NGOs including ICMC, together with IOM, advocates for Europe to provide 20,000 resettlement places every year by 2020. Believing this to be an achievable target, those involved are committed to practical cooperation in support of that goal.

Since 2007, ICMC, UNHCR and IOM have worked closely and strategically to strengthen and increase EU resettlement through the development of the

European Resettlement Network. The Network is an inclusive community that connects a variety of actors with a shared commitment to refugee resettlement and protection. The exchange of information, knowledge and best practice in resettlement, as well as the better linking of all phases of the resettlement process are the core objectives of the Network.

Successful resettlement incorporates a wide range of activities, from initial identification and registration of refugees, to pre-departure arrangements and subsequent reception and integration in local communities. This ICMC publication is a resource that illustrates how these different phases 'link' together to make resettlement a solution that works for both refugees and their new communities. Partnerships with NGOs and wider civil society are central to this success, as is public support and improved paths for integration for resettled refugees.

This publication also underscores the life-saving role of resettlement, and we hope that it will further contribute to the promotion of resettlement in Europe as one component of a comprehensive and durable approach to protecting refugees.

ICMC, UNHCR and IOM commend the EU and its Member States for their efforts in providing welcoming communities for resettled refugees, and express our sincere hope that this commitment will further increase both the number of available resettlement places and the quality of European resettlement, to a level that that truly says "Welcome to Europe!"

July 2013

Johan Ketelers
ICMC

Bernd Hermingway
IOM

Vincent Cochetel
UNHCR

Acknowledgements

We would like to sincerely thank the following people whose contributions of time and expertise made the writing of this guide possible:

Ewout Adriaens, Elena Alonso Ventura, Kofi Amankwah, Jo de Backer, Linda Besharaty, John Bingham, Kristin Blais, Bente Bondebjerg, Anastasia Brown, Julia Capel-Dunn, Anne Dussart, Janneke van Etten, Lisa Fischer, Chris Friesen, Hanno van Gemund, Bruno Gilain, Martina Glennon, Jakob Dam Glynstrup, Monica Harju, Mélanie Hostaux, Yukiko Iriyama, Christoph Jansen, Catherine Keuning, Andrea Kothen, Helena Kullberg, Thomas Langwald, Martin Larsson, Patrick Lefèvre, Sandrine Lesecq, Michèle Morel, Sokhna Ndao, Ana Neamtu, Séverine Origny-Fleishman, Peter O'Sullivan, Tonje Øyan, Paloma Pino Cordón, Eleodor Pirvu, Paul Power, Tarja Rantala, Tracey Raw, Linda Rós Alfreðsdóttir, Marit Rosenvinge, Paula Selin, Kateřina Šimová, Ann-Charlotte Sirén-Borrego, Cristina Sosa Erdozain, Carolin Spannuth-Verma, Matthieu Tardis, Denise Thomsson, Norbert Trosien, Ariane den Uyl, João Vasconcelos, Corinna Wicher, Emilie Wiinblad, Marie Wilson

Acronyms

AT: Austria
BE: Belgium
BG: Bulgaria
CY: Cyprus
CZ: Czech Republic
DE: Germany
DK: Denmark
EE: Estonia
ES: Spain
FI: Finland
FR: France
GR: Greece
HU: Hungary
IE: Ireland
IS: Iceland
IT: Italy
LT: Lithuania
LU: Luxembourg
LV: Latvia
MT: Malta
NL: Netherlands
NO: Norway
PL: Poland
PT: Portugal
RO: Romania
SE: Sweden
SK: Slovakia
SV: Slovenia
UK: United Kingdom

Table of contents

Chapter VI – European resettlement programmes

Chapter VII – Building a new life in the community: approaches to reception and integration in europe

Bibliography & Annexes

Chapter I – Resettlement and International Protection

Domiz camp in Iraq/IOM/2012

States have the primary responsibility for protecting refugees. The Office of the United Nations High Commissioner (UNHCR) works to ensure that governments take all actions necessary to protect refugees, asylum-seekers and other 'persons of concern' who are on their territory or who are seeking admission to their territory. The following chapter provides an overview of the international protection framework, the role of UNHCR and the place of resettlement as a refugee protection, durable solution and responsibility-sharing tool.

1. International protection

1.1. Refugees in international law

The 1951 Convention definition of a refugee
[Article 1 A (2) of 1951 UN Convention Relating to the Status of Refugees]

'Someone who is outside of his country of origin and has a well-founded fear of persecution because of his race, religion, nationality, membership of a particular social group or political opinion and is unable or unwilling to avail himself of the protection of that country, or to return there, for fear of persecution.'

The core instrument of international refugee law is the 1951 Convention Relating to the Status of Refugees[1] and its 1967 Protocol.[2] The 1951 Convention is the only universal treaty that defines a specific regime for those in need of international protection. Amongst its fundamental components are the definition of a refugee, the responsibilities of states to afford refugees specific rights, and the individual right not to be forcibly returned to a country where one's safety or survival is threatened. The latter is known as the principle of non-refoulement.[3] The 1951 Convention also establishes the framework for cooperation between states and the Office of the United Nations High Commissioner for Refugees (UNHCR).

While the 1951 Convention positively defines who is a refugee, it also sets out a number of criteria for excluding individuals from securing refugee status. Known as "exclusion clauses,"[4] such criteria cover persons who may themselves be considered 'persecutors,' having committed one or more of the following:

- a crime against peace, a war crime or a crime against humanity;
- a serious, non-political crime prior to admission to the country of asylum; and/or

1 1951 Convention relating to the Status of Refugees, 28 July 1951
2 1967 Protocol Relating to the Status of Refugees, 4 October 1967. The 1967 Protocol removed the temporal and geographical limits of the 1951 Convention, which restricted refugee status to persons who became refugees as a result of events occurring in Europe before 1 January 1951.
3 Article 33(1), 1951 Convention Relating to the Status of Refugees
4 Article 1F (a-c), 1951 Convention Relating to the Status of Refugees

- acts contrary to the purposes and principles of the United Nations.

Those who meet the exclusion criteria should not benefit from the rights afforded to refugees, even if they satisfy the refugee definition.[5]

International refugee law does not stipulate the method by which Refugee Status Determination (RSD) should be conducted. States are responsible for determining whom within their jurisdiction they consider to be a refugee. Where states are unable or unwilling to conduct RSD, UNHCR may do so under its mandate. This often occurs in states that are not party to the 1951 Convention.

1.2. UNHCR Mandate

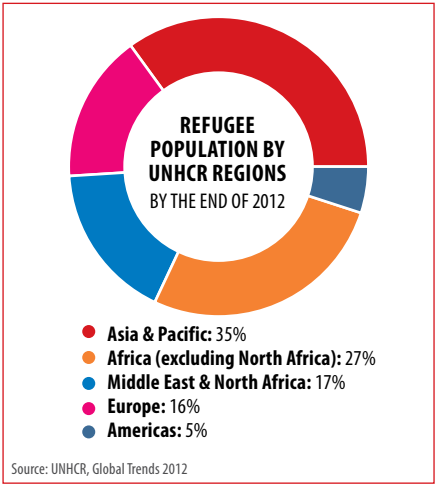
While states have the primary legal responsibility for protecting refugees, UNHCR works to ensure that states take all actions necessary to protect refugees, asylum seekers and other persons of concern[6] who are on their territory or who are seeking admission to it.

With respect to refugees, UNHCR is mandated to:

- provide international protection for refugees; and
- assist governments to find durable solutions for refugees.[7]

Governments, civil society and international organisations work alongside UNHCR to provide protection and durable solutions for refugees.

International protection is defined by UNHCR as: '*all actions aimed at ensuring the equal access to and enjoyment of the rights of women, men, girls and boys of concern to UNHCR, in accordance with the relevant bodies of law (including international humanitarian, human rights and refugee law).*'[8]



5 UNHCR Resettlement Handbook, 2011

6 UNHCR's responsibilities relate to several groups of people collectively known as 'persons of concern to UNHCR.' They include refugees and asylum seekers, returnees, stateless persons and - under certain conditions - internally displaced persons (IDPs). In addition to 'Convention refugees,' UNHCR's protection mandate also extends to persons 'who are outside of their country of nationality or habitual residence and unable to return there owing to serious and indiscriminate threats to life, physical integrity or freedom resulting from generalised violence or events seriously disturbing public order.'

7 UN General Assembly, Statute of the Office of the United Nations High Commissioner for Refugees, 14 December 1950, A/RES/428(V)

8 UNHCR, An Introduction to International Protection, August 2005

Pakistani refugees in Bangkok, Thailand /Andrew McConnell/Panos Pictures/The IRC

1.3. International protection – needs and numbers

By the end of 2012, there were 35.8 million[9] 'persons of concern'[10] to UNHCR. Of this number, 10.5 million were refugees,[11] the majority of whom were in Africa and Asia.[12]

Approximately 80% of the world's refugees are hosted by developing countries. Pakistan hosts the largest number of refugees in the world (1.64 million), followed by Iran (868,200).[13] In Europe, the refugee population increased by more than 16% to 1.8 million, largely as a result of the arrival of 308,000 Syrian refugees into Turkey.[14] Most refugees in Europe live in Germany (589,737) and Turkey (267,063).[15]

Although refugees are generally portrayed as living in camps, the reality is that two-thirds of the world's 10.5 million refugees now reside in urban settings in cities and towns.[16] Although urban environments may provide greater opportunities for self-reliance, urban refugees are often exposed to additional protection risks such as arbitrary arrest, detention and deportation. The dispersal of urban refugees throughout cities also limits outreach and registration activities by UNHCR and its partners, meaning that urban refugees can be a relatively 'invisible' group, lacking documentation and with limited access to assistance. Many urban refugees are subsequently forced into illegal employment or other

9 UNHCR, Global Trends 2012
10 See footnote 6
11 This figure does not include the 4.9 million Palestinian refugees under the mandate of the United Nations Relief and Works Agency for Palestinian Refugees (UNRWA)
12 UNHCR, Global Trends 2012
13 By the end of 2012. UNHCR, Global Trends 2012
14 Some 68,600 returned spontaneously to Syria over the course of the year.
15 By the end of 2012. UNHCR, Global Trends 2012
16 UNHCR, Urban Refugees - Trying to get by in the City, 2013

precarious income-generating activities such as prostitution, and have limited access to adequate housing, healthcare and education.[17]

By the end of 2012, around 60% of the world's refugees (6.4 million persons) were in protracted refugee situations.[18] UNHCR defines protracted refugee situations as those in which refugees are trapped in exile for 5 years or more after their initial displacement, without immediate prospects for implementation of durable solutions.[19] Although their lives may not be at immediate risk, refugees in protracted situations are unable to return to their home country and are denied a legal status in the country of asylum that would afford them both basic rights and reasonable prospects for local integration.

Refugees are spending increasingly longer periods in exile, with the average time that refugees spend outside of their countries rising from 9 years in the early 1990s to 20 years currently.[20] There are some 30 major protracted refugee situations around the world, the majority of which are located in very poor and unstable regions.[21] The largest of these in terms of size of refugee population are Afghan refugees in Pakistan (1.64 million[22]), Afghan refugees in Iran (840,158[23]) and Somali refugees in Kenya (492,046[24]).

A protracted and forgotten refugee crisis: the Rohingya in Bangladesh

The Rohingya refugee situation in Bangladesh is listed amongst the 'forgotten crises situations', as identified by the European Commission's Directorate General for Humanitarian Aid (DG ECHO) in 2012.[25] The UN has described the Rohingya as one of the most persecuted minorities in the world.[26] Aid workers compare the lack of acceptance and discrimination of Rohingya in Asia as similar to that of the Roma in Europe. In 1982, the Burmese Government passed a Citizenship Law that denied citizenship to the majority of the Rohingya population, thereby legitimising their subsequent discriminatory treatment. Since 1991, outbreaks of violence between Muslim and Buddhist populations pushed more than 250,000 Rohingya into neighbouring Bangladesh. In 2012, violence in Rakhine State between the Buddhist majority and the Muslim Rohingya minority resulted in the displacement of a further 115,000 Rohingya.[27]

17 Pavanello, S., Elhawary, S. & Pantuliano, S., Hidden and exposed: Urban refugees in Nairobi, Kenya, HPG Working Paper, March 2010
18 UNHCR, Global Trends 2012
19 UNHCR Executive Committee, Conclusion on Protracted Refugee Situations, No. 109 (LXI) 8 December 2009; see also UNHCR Executive Committee, 12 Protracted refugee situations' , 30th meeting of the Standing Committee, EC/54/SC/CRP14, 2004
20 Loescher, G. & Milner, J., Responding to protracted refugee situations. Lessons from a decade of discussion, Forced Migration Policy Briefing, January 2011
21 ibid.
22 By the end of 2012. UNHCR, Projected Global Resettlement Needs 2014
23 ibid.
24 UNHCR, Somali Refugees in the region as of 17th May 2013
25 European Commission, Commission Staff Working Document, General Guidelines on Operational Priorities for Humanitarian Aid in 2013, 27 November 2012
26 Radio Free Asia, UN expert visits refugee camps, 11 February 2013
27 UNHCR, UNHCR calls for urgent action to prevent Rohingya boat tragedies, Briefing notes, 22 February 2013

Bangladesh is not a signatory to the 1951 Refugee Convention nor its 1967 Protocol. Over 29,000 refugees from northern Rakhine state currently live in Kutupalong and Nayapara refugee camps in Bangladesh's Cox's Bazar area. It is estimated that an additional 200,000 unregistered Rohingya reside outside these camps, mostly in makeshift semi-urban sites adjacent to the official camps.

The majority of these refugees remain entirely dependent on humanitarian assistance, while their physical and emotional wellbeing is seriously affected by the lack of any significant durable solution to their situation. There remains an urgent need for the resettlement of Rohingya. Countries including the United Kingdom and Ireland resettled Rohingya in 2008. However, the Bangladeshi government has ceased to cooperate on resettlement with UNHCR, leaving the refugees largely devoid of any future prospects for a resolution of their status.[28]

28 UNHCR, Global Appeal 2012-2013 Bangladesh, December 2011

1.4. Durable solutions

UNHCR is mandated to find durable solutions for refugees. Durable solutions seek to resolve the situations of individual refugees in a manner that ensures their long-term security and fundamental rights. UNHCR is mandated to provide the following durable solutions in cooperation with states:

- Voluntary repatriation - a refugee is able to return to his/her country of origin in safety, with dignity and as the result of their free and informed decision.
- Local integration - a refugee is provided with a permanent right to stay in the country of asylum including, in some situations, as a naturalised citizen. Local integration is a gradual process which includes three interrelated dimensions - legal, economic and socio-cultural.
- Resettlement - a refugee is selected and transferred from a state in

Ecuador/Colombian refugees/UNHCR provides financial assistance for refugees and local children to attend school/UNHCR/B.Heger

which they have sought protection to a third state that has agreed to receive them as refugees with a permanent residence status.

It is important to note that there is no hierarchy among these three durable solutions. The three solutions are complementary in nature and, when applied together, can form a viable and comprehensive strategy for resolving a refugee situation.[29] This means, for example, while voluntary repatriation is ongoing for a certain refugee population, specific individuals or groups of refugees within this population can simultaneously be considered for resettlement. Although UNHCR has a leading role in relation to each of these durable solutions, their successful application is also dependent on the participation of other actors, primarily states.

Three durable solutions, one country: the Burundian refugee situation in Tanzania

Tanzania hosts one of the largest refugee populations in the world. In 2013, the largest refugee groups were Congolese (from the Democratic Republic of the Congo, comprising 63,330 refugees) and Burundians (35,343).[30]

With the aim of resolving the Burundian refugee situation in Tanzania, UNHCR implemented a strategy that combined voluntary repatriation, local integration and resettlement to third countries.

Since 2002, UNHCR has assisted in the voluntary repatriation and local integration of 417,000 Burundian refugees.[31] Approximately 162,000 Burundians who have lived in Tanzania since 1972 have become naturalised citizens, although this option has not been made available to those who arrived during and after the 1990s.[32] Since 2005, 12,000 Burundian refugees were resettled to a third country, with UNHCR planning the resettlement of a further 2,000 refugees in 2013.

Since the implementation of the strategy, the Tanzanian Government has reduced the number of refugee camps from eleven in early 2007 to two camps in 2012.[33] In August 2012, the Government declared the cessation of refugee status for the remainder of the Burundians in Tanzania, officially requiring that they leave the country by the end of 2012. In October 2012, a Special High Level Meeting was convened between UNHCR, other international organisations and the governments of Burundi and Tanzania to develop measures to ensure stable conditions and the avoidance of a humanitarian crisis for returning Burundian refugees.[34]

29 UNHCR, Agenda for Protection, October 2003
30 As of 1 January 2013. UNHCR, Projected Global Resettlement Needs 2014
31 Consolidated inter-agency information note on the closure of the Mtabila camp in the United Republic of Tanzania and the return to Burundi of the former refugees – 15 October 2012 – 31 March 2013
32 ibid.
33 ibid.
34 ibid.

2. RESETTLEMENT

In practice, resettlement is available as a durable solution for a comparatively small number of refugees. In 2012, less than 1% of the world's refugees were resettled to a third country.[35] Resettlement is geared primarily towards the specific needs of refugees whose life, liberty, safety, health or fundamental human rights are at risk in the country where they have sought protection (the country of asylum). The decision to resettle a refugee is normally made only in the absence of other durable solutions, or where resettlement is the only way to secure permanent safety and fundamental rights.

2.1. Definition

UNHCR defines resettlement as:
'the selection and transfer of refugees from a State in which they have sought protection to a third State which has agreed to admit them – as refugees – with permanent residence status. The status provided ensures protection against refoulement and provides a resettled refugee and his/her family or dependants with access to rights similar to those enjoyed by nationals. Resettlement also carries with it the opportunity to eventually become a naturalised citizen of the resettlement country.'[36]

However, refugees do not have a right to resettlement and no state is legally obliged to resettle refugees.

2.2. Functions of resettlement

Resettlement has three distinct functions in the context of international protection. It is:

- a tool to provide international protection to refugees with specific and immediate protection needs;
- a durable solution for refugees alongside the other durable solutions of voluntary repatriation and local integration; and
- a responsibility-sharing mechanism and an expression of solidarity with countries of asylum, the majority of which are in the developing world.

2.3. Who is resettled?

2.3.1. Refugee recognition as a pre-condition for resettlement consideration

Resettlement is only available to refugees recognised by UNHCR under its mandate[37] who have a continued need for protection. The few exceptions to the pre-condition of refugee recognition are non-refugee stateless persons and certain non-refugee family members of refugees.

35 For example, of the 10.5 million refugees in 2012, UNHCR submitted 74,835 refugees for resettlement in 2012, and 69,252 departed (UNHCR Projected Global Resettlement Needs 2014).
36 UNHCR Resettlement Handbook, 2011

37 In addition to 'Convention refugees,' UNHCR's protection mandate also extends to persons 'who are outside of their country of nationality or habitual residence and unable to return there owing to serious and indiscriminate threats to life, physical integrity or freedom resulting from generalised violence or events seriously disturbing public order.'

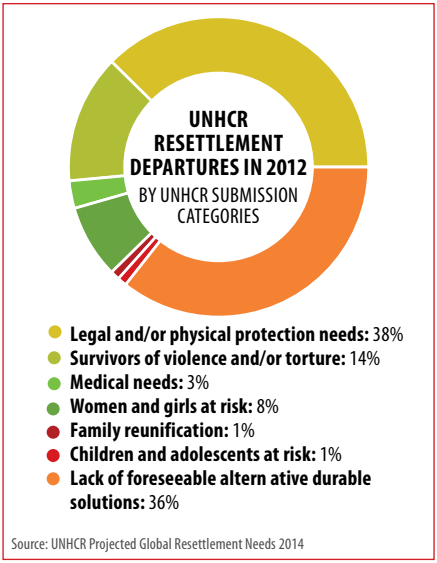
Refugee status determination (RSD) is not normally undertaken by resettlement staff but rather by protection or eligibility staff, partially as an additional safeguard against fraud in the resettlement process.

Although UNHCR may consider refugees for resettlement under one of the broader refugee definitions,[38] states are responsible for determining who within their jurisdiction they consider to be a refugee. Many states restrict their resettlement programmes to refugees recognised under the 1951 Convention, meaning that in practice resettlement prospects are often more limited for refugees recognised by UNHCR under these broader definitions.

2.3.2. Resettled refugees by UNHCR Resettlement Submission Categories

Resettlement should be considered when refugees face protection risks in their country of refuge or have other particular needs, as detailed under the various **UNHCR Resettlement Submission Categories**[39] listed below (for more details, see Annex I):

- Legal and/or physical protection needs of the refugee in the country of asylum, including a threat of refoulement.



Source: UNHCR Projected Global Resettlement Needs 2014

- Survivors of torture and/or violence, in particular where repatriation or the conditions of asylum could result in further traumatisation and/or heightened risk; or where appropriate treatment is not available in the country of asylum.

- Medical needs, in particular where life-saving treatment is not available in the country of asylum.

- Women and girls at risk, who have protection problems particular to their gender (see case study below).

- Family reunification, when resettlement is the only means to reunite refugee family members who, owing to refugee flight or displacement, are separated by borders or entire continents.

38 Ibid.
39 UNHCR Resettlement Handbook, 2011

- Children and adolescents at risk where a Best Interests Determination (BID assessment) supports resettlement.

- Lack of foreseeable alternative durable solutions, relevant when other solutions are not feasible in the foreseeable future, when resettlement can be used strategically and/or when it can create possibilities for comprehensive solutions.

Protecting women at risk: a story from the field

Josephine, a Burundian woman, arrived in Tanzania with her husband. After some time he disappeared from the camp, abandoning her and their children. From that time on, Josephine became the victim of systematic sexual assaults at the hands of fellow refugees in the camp. Josephine reported these assaults to the camp authorities but they did not take her claims seriously. The camp chairman finally became aware of Josephine's problems and told UNHCR field staff, who in turn informed the Protection Unit. There have been other cases of violence against women refugees in the camps that have left women physically injured and psychologically traumatised.

The only way to provide Josephine with effective protection was to remove her from the camp as soon as possible. Since relocation to another camp was not considered a solution as she could be exposed to similar risks, and return to her country of origin was not possible, her case was referred for resettlement as a 'women-at-risk' on an 'urgent' basis (processing of the case in 1-2 weeks). The Swedish Government accepted Josephine and her children for resettlement.

Marisa Gomez Fernandez, Resettlement Expert & ICMC Deployee – Kibondo, Tanzania

2.3.3. Resettled refugees by countries of origin and asylum

In 2012, UNHCR submitted a total of 74,839 refugees for resettlement.[40] The main beneficiaries were refugees from Burma (22,074), Iraq (10,760), Bhutan (9,923) and Somalia (7,174), who together constituted more than 60% of all UNHCR resettlement submissions.[41] 69,256 departed to resettlement countries in 2012. The main beneficiaries, a number of whom had been submitted for resettlement prior to 2012, were refugees from Burma (17,359), Bhutan (16,674) and Iraq (13,556).[42] The largest groups of refugees departed from locations in Nepal (16,754), Malaysia (10,489), and Thailand (7,274).[43]

40 UNHCR, Top Ten: UNHCR Resettlement Submissions in 2012. UNHCR, Projected Global Resettlement Needs 2014
41 ibid.
42 UNHCR, Top Ten: UNHCR Resettlement Departures in 2012. UNHCR, Projected Global Resettlement Needs 2014
43 ibid.

UNHCR departures in 2012 by region of asylum and region of origin

	REGION OF ASYLUM[44]	REGION OF ORIGIN[45]
Asia and the Pacific	37,394	39,905
Africa	11,342	15,170
MENA[46]	13,725	13,860
Europe	6,473	41
The Americas	318	261
Unspecified		15
Total	69,252	69,252

In 2012, UNHCR assisted in the departure of 54,474 refugees from sixteen protracted situations[47] which have a total refugee population of 3,796,460.[48] This represented almost 80% of the total number of UNHCR resettlement departures in 2012.

See Chapter III for a detailed description of these situations, outlining current needs for resettlement.

44 UNHCR, Projected Global Resettlement Needs 2014
45 UNHCR, Projected Global Resettlement Needs 2014
46 Middle East and North Africa
47 Including Afghans in Pakistan and Iran, Somalis in Kenya, Burmese in Thailand, Bhutanese in Nepal, Eritrean in Sudan, Congolese and Burundians in Tanzania and Sudanese in Uganda
48 Annex 3: UNHCR, Global Resettlement Statistical Report 2012 in UNHCR Projected Global Resettlement Needs 2014

2.4. Strategic use of resettlement

UNHCR defines the strategic use of resettlement as: 'the planned use of resettlement in a manner that maximises the benefits, directly or indirectly, other than those received by the refugee being resettled. Those benefits may accrue to other refugees, the hosting state, other states or the international protection regime in general.'[49]

Resettlement is often an important strategic component in negotiations and formal agreements between countries of asylum, UNHCR and other resettlement partners. The strategic use of resettlement to third countries can contribute to improving conditions for refugee populations in countries of asylum, by ensuring continued access to protection and promoting more favourable consideration of local integration. It can also help to 'unlock' refugee situations, most particularly protracted refugee situations.

Strategic use of resettlement: the example of the Palestinian refugees in Al-Tanf camp

Al-Tanf was a makeshift refugee camp located in a no-man's land along the Iraq-Syria border. The camp was established in 2006 for Palestinian refugees fleeing persecution

49 UNHCR, The Strategic Use of Resettlement, June 2003

Closing of Al Tanf camp/UNHCR/B.Diab/February 2010

in Iraq and who - unlike Iraqis - were refused entry to Syria by the Syrian authorities. Their stay in the camp was intended to be temporary but lasted nearly four years, during which time they faced very harsh conditions. Refugees in the camp suffered from severely restricted freedom of movement, inadequate living conditions, physical insecurity and limited access to medical and other services. With no prospect of admission to Syria or of return to Iraq, as well as a lack of legal status and poor conditions in the camp, resettlement was identified as the only viable solution for the Palestinian refugees in Al-Tanf. As a result of joint efforts between UNHCR, the Syrian authorities and resettlement countries, over 1,000 Palestinian refugees were resettled to countries including Brazil, Chile, Iceland, Italy and Sweden, and Al-Tanf camp was subsequently closed in February 2010.

The operation had contributed to strengthening UNHCR's cooperation with the Syrian authorities, thereby preserving and expanding the asylum space in Syria and facilitating better access to detention facilities for UNHCR at that time.

In 2012, the Annual Tripartite Consultations on Resettlement (ATCR)/ Working Group on Resettlement (WGR) designed the following seven priority refugee situations for the strategic use of resettlement:

1) Somali refugees in Kenya
2) Afghan refugees in Iran
3) Afghan refugees in Pakistan
4) Refugees in Turkey
5) Iraqi refugees in Syria, Jordan and Lebanon
6) Colombian refugees
7) Refugees from the Democratic Republic of Congo

Chapter II – Global Resettlement

A Sudanese refugee leaves Shousha for resettlement to the US/UNHCR/R.Nuri/2012

1. UNHCR RESETTLEMENT OPERATIONS

UNHCR is mandated to provide international protection for refugees and to assist states to find durable solutions for them. As such, UNHCR offices play a central role in the coordination, planning and implementation of resettlement activities at all levels and stages of the process.

The Resettlement Service of the Division of International Protection at UNHCR Headquarters in Geneva is responsible for:

- assisting field offices and Regional Bureaus to develop resettlement activities in different operational contexts;
- setting standards and guidelines for resettlement work;
- assessing global resettlement needs;
- managing resettlement dossier submissions; and
- coordinating the establishment and implementation of resettlement programmes in emerging resettlement countries.

Regional Resettlement Hubs in Nairobi (Kenya)[1] and Beirut (Lebanon) coordinate and monitor the implementation of UNHCR resettlement criteria and policies, as well as support the work in field offices in their respective regions. The regional approach has been adopted for these areas in response to the comparatively large numbers of field offices involved in resettlement in the regions. The main function of the Hubs is to improve coordination and planning at the regional level, ensuring greater consistency and transparency in the processing of resettlement. In other regions, UNHCR field offices coordinate the implementation of resettlement activities and communicate directly with the Resettlement Service.[2]

2. GLOBAL RESETTLEMENT NEEDS AND CAPACITY

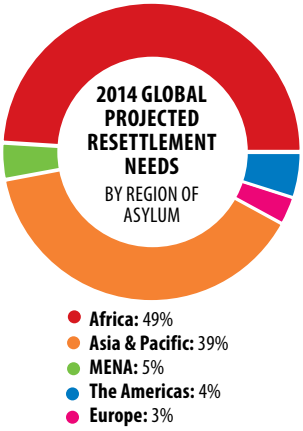
Global resettlement needs are increasing. For 2014, UNHCR estimates a global total of 691,000 persons as in need of resettlement, not including the possible resettlement needs generated by the massive outflow of Syrian refugees into neighbouring countries.[3] Currently, resettlement countries around the world make around 86,000 places available for UNHCR resettlement submissions.[4]

1 The Nairobi Hub support resettlement activities in the following 13 countries: Burundi, Democratic Republic of Congo, Djibouti, Eritrea, Ethiopia, Gabon, Republic of the Congo, Rwanda, South Sudan, Somalia, Sudan, Tanzania and Uganda.

2 In addition to the two Hubs, Regional Resettlement Officers in Dakar and Pretoria play an important role in coordinating and providing support to resettlement activities in their respective regions.

3 UNHCR, Projected Global Resettlement Needs 2014

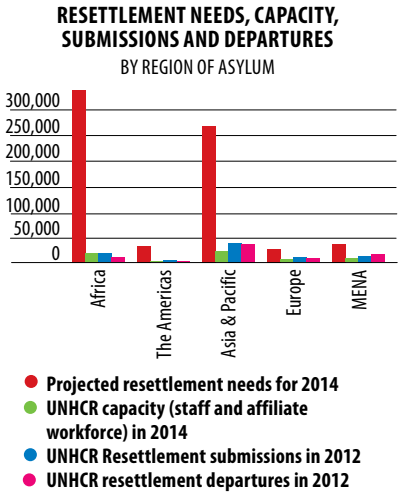
4 Ibid.



Source: UNHCR, Projected Global Resettlement Needs 2014

UNHCR's capacity to process resettlement cases is limited. In 2012, UNHCR submitted 74,835 refugees for resettlement, a decrease of 18% from the 91,843 submitted in 2011.[5] Submission levels declined primarily due to resource constraints, restrictive processing criteria and deteriorating security conditions in countries of asylum, which hampered access to refugee populations for resettlement processing.[6]

A gap between resettlement submissions and departures remains. Of the 74,835 submitted for resettlement by UNHCR in 2012, 69,252 refugees departed to 26 countries of resettlement during the same year,[7] a 12% increase from the 61,649 departures in 2011. This increase can be explained by a number of factors including efforts made by the United States to expedite security clearances and the use of videoconferencing tools for the selection of refugees living in inaccessible areas.



Source: UNHCR Projected Global Resettlement Needs 2014

3. RESETTLEMENT COUNTRIES

A total of 28 countries, listed in the table below, are implementing or plan to implement a resettlement programme in cooperation with UNHCR in 2013-14.

In 2012, approximately 90% of global resettlement places were offered by the United States (70,000), Canada[8] (7,100) and Australia (20,000); while the sixteen European resettlement countries

5 Annex 3: UNHCR Global Resettlement Statistical Report 2012 in UNHCR, Global Resettlement Statistical Report 2014
6 UNHCR, Projected Global Resettlement Needs 2014
7 UNHCR, Projected Global Resettlement Needs 2014

8 Government-Assisted Refugees (GAR). See section 7.2 of this chapter on Canada for more details

accounted for just 8% of global resettlement places. Of the 69,252 refugees who departed during 2012: 50,097 went to the United States, 9,988 to Australia and 6,226 to Canada.[9]

CONTINENT	RESETTLEMENT COUNTRIES
Asia	Japan (pilot programme)
Europe	Belgium (2013), Bulgaria (2014), Czech Republic, Denmark, Finland, France, Germany, Hungary (2013), Iceland, Ireland, Netherlands, Norway, Portugal, Romania, Spain, Sweden, Switzerland (2014), United Kingdom
North America	Canada, United States
Oceania	Australia, New Zealand
South America	Argentina, Brazil, Chile, Paraguay,[8] Uruguay

4. MECHANISMS FOR GLOBAL RESETTLEMENT PLANNING

In late 2000, UNHCR launched the Global Consultations on International Protection.[11] The initiative aimed to engage states and non-governmental organisations (NGOs) in a dialogue to determine how best to revitalise the existing international refugee protection regime. One outcome of this process was the Agenda for Protection,[12] a document adopted in 2002 that outlines tools and approaches for improving global refugee protection. Initiatives emerging from the Global Consultations included:

- Convention Plus - an initiative providing tools to implement special agreements for the provision of comprehensive solutions for refugee situations.
- The Multilateral Framework of Understandings on Resettlement - reached in the context of the Convention Plus initiative. While not legally binding, the framework is intended to strengthen the international refugee protection system through a more strategic use of resettlement that benefits a greater number of refugees.[13] Its purpose is to guide parties - UNHCR, first countries of asylum, resettlement countries, countries of origin and IOM - to reach situation-specific, multilateral agreements on comprehensive arrangements involving multilateral resettlement operations.

Together, these initiatives created new impetus for resettlement and strengthened the concepts of a

9 Annex 3: UNHCR Global Resettlement Statistical Report 2012 in UNHCR, Global Resettlement Statistical Report 2014
10 While Paraguay has established a regular resettlement programme, the intake is currently suspended.
11 http://www.unhcr.org/pages/4a16b14b6.html
12 UNHCR, Agenda for Protection, October 2003, Third edition
13 High Commissioner's Forum, Multilateral Framework of Understandings on Resettlement, FORUM/2004/6, September 2004

comprehensive approach to durable solutions and the strategic use of resettlement.

Several mechanisms also exist for the practical planning of global resettlement. UNHCR produces an annual Projected Global Resettlement Needs document to assist resettlement countries to plan annual activities including the allocation of resettlement places and associated staff capacity (see chart in section 2 of this chapter). The projected global resettlement needs and priorities set out in the document are based on the outcomes of annual resettlement assessments undertaken by UNHCR field and regional offices.

To promote the strategic use of resettlement and a comprehensive approach to durable solutions, resettlement countries may periodically establish Contact Groups or Core Groups to coordinate resettlement efforts in relation to specific refugee situations, particularly protracted refugee situations. By establishing a Contact/Core Group, the resettlement countries appoint a chair and signal their intention to boost resettlement activities and other durable solutions, and to use this enhanced engagement to maximise protection and solutions for specific refugee populations. Contact Group members often increase the number of resettlement places they provide for refugees from identified situations, establish mechanisms for information-sharing and dialogue among relevant stakeholders, and bring more predictability and transparency to the process.[14] These coordinated approaches are examples of the strategic use of resettlement.

The Contact Group on Afghan refugees in Iran

In 2010, a Contact Group on Afghan refugees in Iran was established to enhance their ongoing resettlement (see Chapter III). Chaired by Sweden, with a membership comprising UNHCR and selected resettlement countries (Australia, Canada, Finland, Germany, Norway and Brazil (observer)), the Contact Group works in close cooperation with the Iranian government. It aims to increase the number of resettlement places available for Afghan refugees in Iran, and to encourage multi-year commitments by resettlement countries so as to make the resettlement process more predictable and reliable for all parties.[15]

5. PARTNERSHIPS IN RESETTLEMENT

Resettlement is a partnership activity. Offering refugees the opportunity to settle in a new country is dependent on effective cooperation between multiple actors working in international, national, regional and local contexts across the

14 UNHCR, Discussion Paper: Implementation of the Strategic Use of Resettlement , September 2011

15 Other Contact Groups include Contact Group in Iran, Contact Group on Afghan Refugees in Pakistan and Contact Group on Colombian refugees. A Contact Group on Congolese refugees will start in 2013. For more details about these Contact Groups, see Chapter III on the refugee situations.

world. Partnerships between actors are present throughout the resettlement process, including in the identification and referral phase, resettlement processing, selection and travel, as well as in reception and integration in the receiving countries.

5.1. Partnership mechanisms in resettlement

The Annual Tripartite Consultations on Resettlement (ATCR) is an annual conference held in Geneva that brings together states, NGOs and UNHCR to discuss global refugee resettlement planning, operations and collaboration. In 2013, resettled refugees were invited to participate. UNHCR shares the Projected Global Resettlement Needs document with states ahead of each ATCR meeting. The ATCR provides the opportunity to raise awareness among states about resettlement-related issues, with a view to building consensus support in the UNHCR Executive Committee (ExCom)[16] for key resettlement issues, including the establishment of new programmes. In 2006, for example, the ExCom adopted Conclusion No 105 on Women and Girls at Risk, and UNHCR set an implementation objective for 10 per cent of all resettlement submissions to be assigned to cases of women and girls at risk. In 2012, this target was met for the second consecutive year, and exceeded with more than 11 per cent of all resettlement submissions falling under this category.

The Working Group on Resettlement (WGR) meets once or twice a year, and brings together states and UNHCR to review commitments made during the preceding ATCR and ensure their responsiveness to current resettlement needs. NGOs participate in WGR meetings on a limited basis.

5.2. States as resettlement partners

5.2.1. Resettlement countries

Resettlement countries offer the resettlement places and programmes that make global resettlement possible. Resettlement countries - including those with resettlement programmes and those that operate Emergency Transit Facilities (ETFs) - are full members of the ATCR and WGR processes. Countries that carry out ad-hoc resettlement or are planning imminent resettlement programmes are admitted as observers.

5.2.2. Countries of asylum

Cooperation and dialogue between countries of asylum and UNHCR is essential for the implementation of global resettlement operations.

16 Created in 1958, the Executive Committee of the High Commissioner's Programme (ExCom) advises the High Commissioner on policy issues. ExCom members are UN Member States with an interest in refugee issues. The ExCom meets once a year to approve the agency's programmes and budget and advise on international protection; and is supported by a Standing Committee which usually meets three times each year. UNHCR provides biannual progress reports on resettlement to the Standing Committee.

Countries of asylum can grant or prevent access to refugee populations, and are responsible for crucial policy decisions affecting resettlement processes such as exit documentation, internal travel to the point of departure and the security of resettlement operations.

5.3. NGOs as resettlement partners

Non-governmental organisations (NGOs) play a central role in global and national resettlement processes and programmes.

In the context of field operations, UNHCR has defined two types of partnerships with NGOs - implementing and operational. Implementing partnerships are those in which UNHCR provides financial support to an NGO to perform specific functions that assist refugees and which are set out in a formal agreement. Operational partnerships involve the voluntary close coordination of activities between UNHCR and NGOs without financial support from UNHCR. The second type of partnership is more common in resettlement.

In countries of asylum, NGOs are active in the identification of refugees, the provision of training and capacity-building for actors and stakeholders, and in the preparation of resettlement cases. In resettlement countries, NGOs often work in partnership with governments, including regional and/or local authorities, to provide post-arrival reception and integration support and services for resettled refugees. These partnerships are often established through service contracts or informal agreements. Another category of partnership include NGOs who are active in the reception and integration of refugees in the resettlement country. Additionally, NGOs play a key role in advocacy and awareness-raising related to refugee protection and resettlement in countries of origin, asylum and resettlement.

Operational partnership in countries of asylum: The UNHCR-ICMC Resettlement Deployment Scheme

To meet increasing global resettlement needs, UNHCR and ICMC established the UNHCR-ICMC Resettlement Deployment Scheme in 1998. Through this partnership, ICMC deploys resettlement case workers to UNHCR field duty offices to boost UNHCR capacity to identify and refer refugees for resettlement. To date, ICMC has placed more than 1,000 deployees in refugee protection operations.

While the majority of ICMC deployees work in the field in Africa, where resettlement needs are traditionally the highest, deployees are also active in the Middle East, Asia and Latin America. In 2012 alone, ICMC deployees put forward 36,880 refugees for resettlement consideration, contributing significantly to the total of 74,839 persons submitted by UNHCR to resettlement countries that year.

In addition to significantly enhancing UNHCR's capacity to refer refugees for resettlement, ICMC provides child protection expertise to UNHCR field operations. ICMC child protection

experts, who worked in twelve different UNHCR field offices in 2012, are instrumental in assessing and determining the best interests of unaccompanied and separated refugee minors. The deployment of these specialists resulted in three times the number of Best Interest Determinations (BIDs) and Best Interest Assessment interviews (BIAs) in 2012 as compared to the preceding year. Based on first-hand experience at the field level, in 2012 ICMC prepared a report describing child protection challenges on the ground and offering recommendations to address these concerns.

5.4. International Organisation for Migration (IOM)

Founded in 1951 to assist in the resettlement of Europeans displaced in the aftermath of World War II, the International Organisation for Migration (IOM) has provided essential services in support of refugee resettlement operations for over six decades. In the last decade alone, IOM has organised resettlement movements of 892,243 refugees from 186 locations around the world. IOM works with UNHCR, and is directly contracted by resettlement countries to provide pre-departure resettlement activities such as case processing, preparation of documentation, health assessments, pre-departure ('fit-to-fly') medical examinations, language training, pre-embarkation briefings and cultural orientation. IOM also coordinates all travel for resettled refugees on behalf of resettlement countries.

The IOM-UNHCR partnership[17] is long-standing. Together, both organisations have promoted comprehensive approaches to displacement and developed models of cooperation in many areas including - although not limited to - prevention, information campaigns, voluntary repatriation of refugees and internally displaced persons, in-country processing and contingency planning.

UNHCR-IOM partnership

The case of refugees ex-Libya (2011-12)

One recent example of cooperation between UNHCR and IOM is the emergency operation in Tunisia and Egypt (2011-12), which took place following the outbreak of civil conflict in Libya. This unanticipated emergency generated a massive influx of migrants, refugees and asylum seekers from Libya into Tunisia and Egypt. Having experienced considerable recent political upheaval, both countries were caught off guard and without contingency plans.

The need to find urgent solutions for the displaced called for the joint expertise of UNHCR and IOM and resulted in an '*unprecedented level of cooperation between the two organisations*.'[18] At the start of the crisis, the heads of both agencies (António Guterres of UNHCR and William Lacy Swing of IOM), decided to jointly implement the humanitarian evacuation programme. As well as enabling many

17 UNHCR/IOM/39/97-FOM/44/97 of 27 May 1997 on cooperation between UNHCR and IOM

18 UNHCR (Policy Development des Evaluation Service), Leaving Libya. A review of UNHCR's emergency operation in Tunisia and Egypt, 2011-2012, April 2013

Leaving for Germany from Djerba airport/IOM/2012

thousands of third country nationals to return to their homes, the evacuation programme assisted UNHCR in its efforts to secure continued access to refugees and asylum seekers in both Egypt and Tunisia.

UNHCR reviewed the emergency operation in Tunisia and Egypt and noted that 'While the evacuation operation proceeded in a generally effective and efficient manner, the refugee resettlement programme proved to be more challenging. Particular difficulties were experienced in the areas of registration and refugee status determination, as well as the rigidity of the resettlement quotas offered by states outside the region.'[19]

6. GLOBAL CHALLENGES FOR RESETTLEMENT

In addition to challenges related to capacity - both the gap between resettlement needs and resettlement places, and between resettlement needs and UNHCR's capacity to process cases - global resettlement faces a number of other challenges.

Many resettlement states are unable to respond to emergency situations through their resettlement programmes. National resettlement programmes often operate according to plans and defined quotas set in advance, and international responses to emergency situations through resettlement are subsequently slower than required.

The increasing complexity of refugee profiles and requirements set by some resettlement countries, together with the application of non-transparent and potentially discriminatory selection criteria, can also constitute obstacles to effective global resettlement.

19 Ibid.

Access to refugee populations in particular countries of asylum can be complicated by volatile security situations, as is currently the case in Syria, Kenya, Eritrea and Yemen. For example, growing insecurity over the past two years in Dadaab refugee camp in Kenya has led a number of countries to withdraw staff conducting resettlement interviews in the camp. This situation has severely impacted upon access to those in need of resettlement within the camp.

Since the attacks in New York on September 11, 2001, states' security concerns and the increasing securitisation of immigration policy have led to expanded pre-departure security check procedures for resettled refugees. This policy trend is also reflected in stricter interpretations of the refugee definition by some countries, most particularly with respect to the exclusion clauses. In some cases, countries' annual allocations of resettlement places have not been filled due to the processing delays created by additional security clearance and exit/entry documentation requirements. For example new security check procedures for resettled refugees, particularly by the US, have lengthened resettlement processing times. In 2012, efforts were made by the US to streamline the procedures which led to an increase of the departures of refugees from Iraq by 56% from 2011. Slow pace of Somali refugee departures remain to be a concern. Because of the lengthy process, refugees are subsequently rarely resettled within 12 months of selection, meaning annual resettlement quotas are often not filled.

A state's need to manage security risks is legitimate. However, security check procedures are often characterised by a lack of transparency that causes frustration both among refugees waiting to depart and those working directly with them. In this respect, and despite the relatively small numbers of resettlement places offered by European countries, comparatively simpler security check procedures mean European resettlement processes can be faster.

7. INTRODUCING THE WORLD'S LARGEST RESETTLEMENT PROGRAMMES

The majority of the world's resettled refugees are received by three resettlement countries – the United States, Canada and Australia. To promote awareness of these programmes amongst European readers, and to draw inspiration for European resettlement from their experiences and successes, NGO colleagues from the three programmes have been invited to share their thoughts in this edition of Welcome to Europe, and we thank Paul Power (Refugee Council of Australia), Chris Friesen (Immigrant Services Society of British Columbia) and Anastasia Brown (US Conference of Catholic Bishops) for their contributions.

At a glance

- **Population/GDP (per capita):** 22.7 million/AUD 65,591 (EUR 51,679.01)
- **Resettlement programme started in:** 1947
- **Main national actors:** Australian government, Refugee Council of Australia (RCOA), Settlement Council of Australia, 15 agencies and local consortia who deliver the Humanitarian Settlement Services programme
- **Current annual quota:** 20,000, including asylum seekers granted refugee status *in Australia. Approximately 12,500 are expected to be resettled in 2013.*
- **Number of resettled refugees received in the past 2 years:** 11,933
- **Nationality and country of asylum of largest groups resettled in 2012:** Burma, Iraq, Afghanistan, Bhutan, Ethiopia, Congo (DRC), Eritrea, Iran, Somalia, Congo (ROC)

7.1. MESSAGE FROM AUSTRALIA

Paul Power, CEO Refugee Council of Australia

Can you please describe the Australian resettlement programme.

Australia's resettlement programme is a partnership between the government and NGOs. The government provides financial support for a range of programmes delivered by NGOs, including cultural orientation, on-arrival orientation and assistance, English language programmes and support for torture and trauma survivors. NGOs also seek funding for additional services such as mentoring programmes, employment support, homework clubs and community development.

The Humanitarian Settlement Services programme, the government-funded on-arrival support programme for newly arrived refugees, is delivered by thirteen contractors in different parts of Australia. In most regions, the programme is delivered by consortia of agencies bringing together NGOs with local expertise to provide support to newly arrived refugees during their first year of settlement in Australia.

What can other resettlement countries learn from the Australian approach?
One of the strengths of Australia's resettlement programme is that NGOs and refugee communities are widely consulted about its planning and operation. Australia began large-scale resettlement in 1947. Much of the early focus was on getting new arrivals to 'assimilate', with little understanding of how Australia might benefit from other cultures and new ways of thinking. Our settlement programmes have improved incrementally as we have increasingly engaged former refugees in the process. To be effective, resettlement programmes need to involve former refugees in programme planning and in delivering services to new arrivals. We need to encourage and support refugee communities to develop their own structures and their own responses to the needs of community members.

How are NGOs involved in planning the Australian programme?
Both NGOs and refugee communities are widely consulted in the planning and operation of the Australian refugee programme. The Refugee Council of Australia, with government funding support, conducts an annual national consultation process and prepares a community submission on issues for consideration in planning the next year's programme.

Other NGOs are invited to prepare their own submissions, and these are brought together in an annual meeting of NGO peak bodies[20] and the Minister for Immigration.

How do you work towards the empowerment of resettled refugees?
One of the best examples of refugee involvement in the planning and delivery of resettlement services is the Adult Multicultural Education Services (AMES) Community Guides programme. AMES is contracted by the Australian Government to provide post-arrival support to refugees settling in Melbourne and the state of Victoria. Over the past seven years, through its Community Guides programme, it has employed more than 700 former refugees on a casual basis to assist new arrivals.

20 Peak bodies are representative, non-government organisations whose membership predominantly consists of other (legally unrelated) organisations of allied interests and which are recognised by other peaks and their sectors generally as representative of the whole of their sector.

Working as a Community Guide is often the first paid job former refugees have in Australia. Having their qualifications and skills recognised in Australia is a real struggle. Australian employers tend to give far more weight to Australian work experience than to any previous experience in countries of origin or asylum. So the Community Guide programme meets a pressing need to give recently arrived refugees the opportunity to demonstrate their capacities and reliability in the Australian labour market.

When recruiting Community Guides, AMES looks for former refugees with basic English language skills, links to their respective refugee community, some familiarity with Australian services and the capacity to assist new arrivals. Community Guides assist newly-arrived refugees to undertake practical tasks associated with their settlement as a part of a case management plan. They provide refugees with a voice, becoming their advocates, supporters and educators as they settle.

Being a Community Guide gives former refugees a much needed start to their working life in Australia. Many go on to work in associated fields as support workers, case managers, settlement information officers, employment consultants, housing workers, youth workers, counsellors in the Adult Migrant English programme and teachers' aides.

Last August, the Australian government announced an increase in Australia's annual refugee intake from 13,750 to 20,000 places per year. At the same time, offshore processing of asylum seekers was restarted. What do you think of these parallel policies?

The decision to increase Australia's refugee intake to 20,000 places per year was a welcome development that will provide more solutions for more refugees living in very difficult and often dangerous conditions overseas. As has been the case since 1996, the overall Australian quota includes resettled refugees and asylum seekers who are given refugee status in Australia. The increase of the programme to 20,000 places is likely to result in about 12,000 to 15,000 resettlement places each year in the coming years, with 12,000 places set aside for the programme coordinated with UNHCR (the remaining resettlement places being those provided under

Australia's Special Humanitarian programme). This decision will increase Australia's refugee programme to its highest level in 30 years.

However, this commendable support for resettlement is occurring in a political environment in which Australia is seriously weakening its commitment to asylum. The Australian government has resorted to deterrent policies that punish asylum seekers for arriving by boat to seek asylum. Some asylum seekers are being sent to Nauru and Manus Island in Papua New Guinea, denying them the opportunity to lodge protection claims in Australia.

The decision to apply the 'no advantage' test to boat arrivals' claims being processed on the Australian mainland lacks decency, and humanity and further downgrades Australia's international reputation for human rights. Under the changes announced by the Minister for Immigration, asylum seekers who arrived by boat after 13 August 2012, and all future arrivals, will be forced to wait for an indefinite period before being granted a protection visa – even after being recognised as refugees. The changes will see asylum seekers denied the right to work, placed on the lowest level of financial support and denied access to family reunion. They can also be sent to Nauru or Manus Island at any time.

RCOA and many other organisations have consistently argued that Australia must honour its international obligations to asylum seekers. We advocate working toward safer pathways to protection by engaging with our neighbours in Asia Pacific to build an effective regional refugee protection framework.

What do you think will be the operational challenges of the increased quota?

The increase in the programme has been overwhelmingly endorsed by the organisations and community members we have consulted. It is important that the increase in resettlement places is matched with careful planning and additional resources for settlement services.

What would be your advice to those seeking to increase public support and awareness about refugee resettlement?

In Australia, public discussion about humanitarian arrivals focuses on asylum seekers. While the media does highlight the positive contributions made by refugees and the success of Australia's refugee and humanitarian programme, the arrival of a comparatively small number of asylum seekers by boat generates substantially more media attention. Over the past decade, both the government and opposition have used asylum policy in domestic politics, a pattern that usually peaks close to national elections. The cumulative effect of this destructive debate has been the erosion of public trust in Australia's refugee and humanitarian programme. Australia's political leaders need to exercise leadership and be proactive in demonstrating to the public the strengths and benefits our resettlement programme is delivering to Australia's economic and social life.

At a glance

- **Population/GDP (per capita):** 34,482,779/CAD 52,246 (EUR38,894)
- **Resettlement programme started in:** Late 1970s
- **Main national actors:** Department of Citizenship and Immigration Canada (CIC); 33 NGOs – Resettlement Assistance programme service providers across Canada; 80 Sponsorship Agreement Holders - religious, community, social or ethnic organisations involved in privately sponsoring refugees; independent and collaborative bodies, including Canadian Council for Refugees, Sponsorship Agreement Holder Council, Resettlement Assistance Programme National Working Group and the National Settlement Council
- **Current annual quota:** 13,400 (7,100 Government-Assisted Refugees and 6,300 Privately Sponsored Refugees)
- **Number of refugees accepted for resettlement/Number of arrivals during the last two years:** 12,776 Government-Assisted Refugees and 9794 Privately Sponsored Refugee accepted in 2011-2012
- **Nationality/country of asylum of largest groups resettled in 2012:** not available

7.2. MESSAGE FROM CANADA

Chris Friesen, Director of Settlement Services, Immigrant Services Society of British Columbia (ISS of BC)

Canada receives both government-assisted refugees and privately sponsored refugees. How do these different programmes work?

Government-assisted refugees are usually referred by UNHCR to a Canadian overseas mission. A Canadian visa officer will usually interview the applicant to verify refugee status and their need for third country resettlement. Medical and background security checks are then conducted. Privately sponsored refugees are either identified by individuals based in Canada, on many occasions by an existing family member or partner organisation, or are referred by a visa office. A sponsorship application form is completed by a sponsoring group – a constituent group of a Sponsorship Agreement Holder, a community organisation, or any group of five or more individuals interested in sponsorship – and submitted to

the Canadian government for consideration and processing. A privately sponsored refugee may be accepted for resettlement under the Convention Refugee Abroad Class[21] or Country of Asylum Class.[22] Applicants in both classes must pass a medical exam and security and criminal checks.
Under the Canada-Quebec Accord, the Quebec Government selects the refugees who settle in Quebec. CIC is responsible for determining whether a person selected by Quebec qualifies as a refugee based on Canadian immigration regulations.

What can other resettlement countries in Europe learn from the Canadian resettlement programme?

The Canadian resettlement programme has been in existence for many years, and the role of NGOs and the active involvement of civil society is quite unique. NGOs across Canada have in place a number of innovative, promising practices to assist resettled refugees to integrate into Canadian society, funded primarily by the government. The relationship between NGOs and the government on refugee resettlement has strengthened over the years and various collaborative bodies exist, even in provinces where the role of NGOs is quite limited.

The private sponsorship programme is a Canadian innovation that dates back to the Indo-Chinese refugee crisis of the 1970s and early 1980s, and which dramatically increases the Canadian capacity to resettle refugees. This active engagement of private citizens through various religious, ethnic, social and community organisations could be considered another promising or best practice in refugee resettlement where learning could be shared with those in Europe.

21 An applicant who meets the 1951 Convention definition of a refugee, and is also: outside Canada, and wants to come to Canada; referred by the United Nations High Commissioner for Refugees (UNHCR) or another referral organisation, or sponsored by a private sponsorship group; and selected as a government-assisted or privately sponsored refugee, or has the funds to support themselves and any dependants that he/she has after arrival into Canada.

22 An applicant may be in this class if one is outside one's home country or the country where one normally lives and has been, and continues to be, seriously and personally affected by civil war or armed conflict, or has suffered massive violations of human rights. The applicant must also satisfy the additional criteria outlined in the above footnote.

What would be your advice to those seeking to increase public support and awareness about refugee resettlement?

This issue is very complex and depends mainly on local factors and contexts. In Canada, we have found that engaging local host communities at the outset of a resettlement scheme lays the foundations for more public support. This requires receiving as much information as possible prior to refugees' arrival, in some instances undertaking pre-arrival community planning with host communities, and ensuring you have developed key messages when dealing with the media.

The public is not always clear about the difference between resettled refugees and asylum seekers. It is important to emphasise the humanitarian aspect of the programme, and having advance information on the conditions that refugees are coming from is also very important when engaging civil society. Identifying a refugee who is willing to share some of his or her personal migration story is a powerful tool in increasing public awareness of resettled refugees. Maintaining working relationships with key media contacts helps to increase their knowledge of refugee resettlement over time, and engaging media with suggested story ideas helps to position you as a 'go-to' person on refugee-related issues.

At a glance

- **Population/GDP (per capita):** 311.6 million/US $49,922 (EUR 38,390)
- **Resettlement programme started in:** Officially in 1980 by the Refugee Act. However, ad-hoc resettlement of Vietnamese boat people took place from 1975 onwards through the IndoChina Unofficial Ad Hoc Refugee Task Force.
- **Main national actors:** Department of State's Bureau of Population, Refugees and Migration (DOS/PRM); Office of Refugee Resettlement (ORR); Refugee Council USA; Voluntary Resettlement Agencies (VOLAGS) - Church World Service; Episcopal Migration Ministries; Ethiopian Community Development Council; Hebrew Immigrant Aid Society; International Rescue Committee; LIRS; US Committee for Refugees and Immigrants; USCCB; World Relief Corporation); Mutual Assistance Associations (MAAs), and other service providers.
- **Current annual quota:** 70,000
- **Number of refugees accepted for resettlement/Number of arrivals during the last two years:** FY 2012: 58,238 with a ceiling approved at 76,000/53,063 arrivals in 2012
  FY 2011: 56,424 with a ceiling approved at 80,000/43,215 arrivals in 2011
- **Nationality/country of asylum of largest groups resettled in 2012:** Iraqi refugees/ Jordan, Lebanon, Iraq and Turkey; Bhutanese Refugees/ Nepal; Burmese refugees (Karen, Chin, Kachin, Karenni, Rohingya)/ Malaysia and Thailand

7.3. MESSAGE FROM THE UNITED STATES

Anastasia Brown, Director of Refugee Programmes, US Conference of Catholic Bishops (USCCB)

Can you explain how the US quota is constructed and how refugees are selected for resettlement?

Each year, the Department of State's Bureau of Population, Refugees and Migration (DOS/PRM) conducts public consultations to discern possible 'Refugee Ceilings' for the United States Refugee Admissions Programme (USRAP). Consultations include stakeholders from every sector that may come into contact with arriving newcomer populations, including refugees. Consultation outcomes inform the Annual Report to Congress for refugee ceilings by global regions, prepared by DOS/PRM for congressional approval

and required in US legislation.[23] The process culminates each year with the signing of the Presidential Determination, officially sanctioning the proposed refugee ceiling numbers.

Refugees are selected and referred to the USRAP through a priority system established in the report to Congress. Priority 1 refugees are referred to the USRAP through UNHCR, a US embassy or a qualified referring NGO. This group is typically prima facie refugees who have been granted refugee status through a UNHCR or host government process. Priority 2 refugees are groups identified by the US government that are of particular humanitarian concern to the US. Recent examples of this group are Burmese refugees from Thailand and Malaysia and Bhutanese refugees from Nepal. The NGO community has played a historically significant role in identifying vulnerable refugee populations within this priority group, and framing programmatic needs for vulnerable refugee groups around the world. Priority 3 refugees receive access to the USRAP through identified family ties with refugees in the US. Affidavits of relationships, multiple screenings by the US government and DNA testing mean this programme is difficult to access. DOS/PRM will identify eligible nationalities within this programme annually through the report to Congress, and there are currently 22 eligible nationalities for this priority.

Do you think that the US model to select and process refugees could be a good approach for Europe?

USCCB believes that the process the USRAP uses to identify and process refugees is a collaborative effort that depends on the strength of partnerships with NGOs. The consultation process allows for NGO input into the identification of refugee populations, and could absolutely serve as a model for European resettlement countries. NGO identification for groups outside of the UNHCR resettlement 'pipeline' has yielded very successful results in the US system. There are many European NGOs working in the field serving vulnerable refugees that could be called upon to inform the identification and selection of refugees for resettlement to the EU.

23 See report to congress for 2013 http://www.state.gov/documents/organization/198157.pdf

The United States has the largest resettlement quota worldwide, but this quota has not been filled because of security clearances that often block resettlement. What can be done to solve this situation?

USCCB has always asserted that refugee protection and good citizenship are compatible. In 2011, domestic security concerns led the US government to institute enhanced security clearances for most refugee populations referred to the USRAP. These clearances depended on multiple federal agencies for completion, and backlogs therefore ensued immediately. Additionally, expiration dates on most types of clearances meant that many refugees found themselves caught in a system that simply looped back onto itself without any hope of resolution. There was a subsequently enormously negative impact on resettlement admission numbers for a period of 2 years.

The role of NGO advocacy in assisting refugees languishing in the US security queue was vital. NGO implementing partners worked with government organisations to identify delays and blockages in security clearances that added many months to refugees' waiting periods, and undertook congressional advocacy on the issue. There has been some resolution for security clearances for specific populations, while for others they remain a significant barrier to protection and durable solutions. USCCB and our many NGO partners remain committed to giving voice to those still affected, and believe that common sense solutions exist that can honour our commitment to national security whilst still offering protection to refugees.

What are the national fora for multi-stakeholder cooperation and partnerships within the US programme? How do they work?

USCCB participates in several fora for multi-stakeholder input for the USRAP. Primarily, USCCB partners with other resettlement agencies through Refugee Council USA, which is a multi-tiered membership organisation working to promote and advocate for refugee issues both domestically and internationally. Within the RCUSA structure there are 3 Standing Committees - Resettlement, Advocacy and Protection. Via the Resettlement Committee, and with our partner domestic resettlement agencies, we raise concerns and suggest policy changes. We believe that collaboration has strengthened our ability to work with US government agencies and build

strong cases for changes to policies affecting refugees both here in the US and overseas.

The Joint Regional Working Groups also enable input to the USRAP. They involve both NGOs and governmental representation, and facilitate collaboration between US based NGOs and overseas implementing partners on advocacy.

In the US, refugees are expected to become economically self-sufficient very quickly. The Federal Government provides refugees with assistance for the first 6 months after their arrival. Is this period long enough? Can you explain what services you offer during this period and how mechanisms are in place to deal with groups that need more support because of special needs?

National resettlement agencies receive funding from the US Department of State to provide resettlement services for newly arriving refugees for a 30 day period. Services to be provided during this period are outlined in a Cooperative Agreement between the US Department of State and each national resettlement agency. They include placement, provision for basic needs and follow-up reporting. 'Basic needs' cover provision for housing and household furnishings, seasonal clothing, food allowance, social security, enrolment in language classes, employment services, acute healthcare, enrolling children in schools and job training. Additionally, adult refugees are provided with an orientation to life in the US. The initial period can be extended to 90 days if required to complete all services outlined in the Cooperative Agreement.

Via the Office of Refugee Resettlement (ORR), the Federal Government also makes funds available to national resettlement agencies for enhanced employment services, known as the Match Grant Programme. Available for a period of 120-180 days, this programme assists employable and interested refugees to prepare for work and search for employment. Match Grant funding is available to any resettlement agency that applies to ORR and is approved.

The Federal Government also makes funds available to each state to provide additional employment and social services for a period of up to 5 years. These funds are managed by the states and disbursed to resettlement agencies and a range of other applicants including community colleges, Mutual Assistance Associations and other private organisations.

All refugees are eligible for public cash assistance and medical assistance for a period of up to 8 months, unless they are enrolled in programmes - such as Match Grant - which provide cash assistance.

This initial period of support is generally not sufficient for resettled refugees. Many would benefit from more intensive case management, language learning and employment services over a longer period, in particular those with special needs.

Are there any successful programmes for special groups (young refugees, women, victims of trauma and torture) which you are particularly proud of and which you could recommend to European countries?
Our Bridging Refugee Youth and Children's Services (BRYCS) is an award-winning national technical assistance provider to organisations serving refugees and immigrants. BRYCS makes available one-to-one consultations and relevant resources. One example of a resource developed by the BRYCS programme is a toolkit for offices working with refugee families called 'Raising Children in a New Land - an Illustrated Guidebook.' It is available in several languages, and provides illustrations and text to make it accessible for parents who are illiterate. It leads parents through examples of US law and parenting expectations, such as differences in disciplining children.

In addition, our Parishes Organised to Welcome Refugees (POWR) programme, funded by USCCB with small grants to 37 dioceses, is supporting the development of volunteer-led parish initiatives that offer transportation assistance, social connections, employment mentoring and English language training for newly-arrived refugees across the country. Volunteers pick refugees up at airports, transport sick family members to doctor's offices and to hospitals, draft press releases, organise special

events, assist with translation needs and serve as employment mentors for refugees trying to find work.

Finally, since the Refugee Act of 1980, USCCB has been closely involved in the administration of the national Unaccompanied Refugee Minors (URM) programme in the US. The URM programme has developed a network of specialised foster care for refugees and other youth seeking refuge in the US.

What would be your advice to increase public support and awareness and improve media representations about refugee resettlement?

It has been our experience in the US that formerly resettled refugees are the best ambassadors for the refugee programme. Refugees are resilient, respond readily to opportunity, prove to be largely entrepreneurial and often have a deep connection to faith and family. Refugee faces and stories personally represent what protection means, and this should be a key element in keeping the humanitarian underpinnings of resettlement in the foreground of any debate.

The US has received the largest number of resettled refugees from Shousha/UNHCR/R.Nuri/2012

Chapter III – Refugee Situations in Focus

Congolese on the move
UNHCR/P.Taggart

In view of the large resettlement needs relative to the available places, UNHCR has prioritised over the last years specific refugee situations and groups. These prioritisations allow resettlement to be used not only as a protection tool and durable solution, but also as a strategic mechanism. The strategic use of resettlement means that - when offering resettlement places - UNHCR and resettlement states explore if resettlement can help to improve access to protection for and conditions of refugee populations, and promote local integration, in countries of asylum. As described in Chapter V, the EU also encourages Member States to offer resettlement places for refugees in specific regions. These regions include Regional Protection Programmes (RPP) and EU common regional priorities[1] within the 2013 Joint EU Resettlement Programme. As can be seen in the following chapter, these regions are largely the same.

Overview of the world's largest refugee situations

The following refugee situations together represent around 5.8 million refugees and over 55% of the total number of refugees worldwide:

- In Africa (excluding North Africa)
  - Congolese (DRC) refugees in the Great Lakes Region
  - Somali refugees in Kenya and Ethiopia
  - Eritrean refugees in Eastern Sudan
- In the Americas
  - The Colombian refugee situation
- In Asia and the Pacific
  - Afghan refugees in Iran and Pakistan
  - Bhutanese refugees in Nepal
  - Burmese refugees in Thailand and Malaysia
- In Turkey and the Middle East
  - Iranian and Iraqi refugees in Turkey
  - Iraqi refugees in Jordan, Lebanon and Syria
  - The Syrian refugee situation

The overview of each selected refugee situation summarises:

- the historical factors that led to the refugee movements;
- the current circumstances in which refugee populations are living;
- the position of the host country government vis-à-vis the refugee population;
- the viability of durable solutions and the reasons why resettlement is proposed in the specific contexts;
- resettlement operations to date; and
- projected resettlement needs and challenges identified.

1 Annex, Decision No 281/2012/EU of the European Parliament and of the Council of 29 March 2012 amending Decision No 573/2007/EC establishing the European Refugee Fund for the period 2008 to 2013 as part of the General programme 'Solidarity and Management of Migration Flows'

Table: Refugee situations in focus

	AFRICA (EXCEPT NORTH AFRICA)			AMERICAS
Refugee situations	Congolese (DRC)	Somalis in Kenya and Ethiopia	Eritreans in Eastern Sudan	Colombians
UNHCR priority caseloads for resettlement (WGR 2013)	Great Lakes Region (Burundi, Rwanda, Tanzania, Uganda)			Colombians in Ecuador
UNHCR priority situation for the strategic use of resettlement (ATCR 2013)	Great Lakes Region	Somali refugees in Kenya		Colombian refugees
Common EU priorities for 2013[2]	Congolese refugees in the Great Lakes Region (Burundi, Malawi, Rwanda, Zambia)	Somali refugees in Ethiopia	Eritrean refugees in Eastern Sudan	
Regional Protection Programme (RPP)	Great Lakes Region	Horn of Africa (including Kenya)		
Resettlement countries in 2012-2013	AU, BE, DK,FI,IE, NL, NO,PT, UK	AU, IE, NO, PT, SE, UK, US	AU, NL, NO, SE	CA, DK, NL, SE, NZ, US

2 Annex, Decision of the European Parliament and of the Council of amending Decision No 573/2007/EC establishing the European Refugee Fund for the period 2008-2013 as part of the General programme 46 Solidarity and Management of Migration Flows

ASIA			TURKEY & MIDDLE EAST	
Afghans in Iran and Pakistan	Bhutanese in Nepal	Burmese in Malaysia and Thailand	Iraqis and Iranians in Turkey	Iraqis in Jordan, Lebanon and Syria
Afghans in Iran and Pakistan				Iraqi refugees in Turkey and Syria
Afghan refugees in Iran and Pakistan			Refugees in Turkey	Iraqi refugees in Jordan, Lebanon and Syria
Afghan refugees in Iran, Pakistan and Turkey		Burmese refugees in Bangladesh, Malaysia and Thailand	Iraqi refugees in Turkey	Iraqi refugees in Jordan, Lebanon, Syria and Turkey
				RPP for Syrian refugees in Jordan and Lebanon (as of 2014)
AU, CA, FI, IS, NO, SE, US (via ETC Slovakia)	AU, CA, DK, NZ, UK, US	AU, CZ, DK, FI, NL, NO, US	AU, CA, NO Iraqis: DE, FI, RO, US Iranians: FI	DE, NL, UK, US

1. AFRICA (excluding North Africa)

1.1. Congolese (DRC) refugees

By the end of 2012, over half a million refugees fled the Democratic Republic of Congo (DRC), making the DRC refugee population the sixth largest in the world.[3] Over 75% of the DRC refugees are hosted by neighbouring countries in the Great Lakes Region and Southern Africa - the Republic of the Congo (89,424),[4] Uganda (127,021),[5] Tanzania (63,330),[6] Rwanda (57,857),[7] Burundi (41,439),[8] Zambia (14,784) and Malawi (2,558).[9]

The Congolese refugee population mainly consists of those who fled the first and second Congo Wars in 1996-1997 and 1998-2003, respectively. More recently, outbreaks of violence in the east of the DRC have led to approximately 45,000 refugees fleeing to Uganda and Rwanda.[10] Contributing factors to the persistent violence and instability in the DRC include the absence of functioning state authorities, the fragility of state institutions, tensions over land ownership and citizenship, and externalisation of instability in neighbouring countries.[11]

The volatile security situation in many areas of the DRC means voluntary repatriation is not currently a viable solution for most DRC refugees. Opportunities for local integration in the host countries are also very limited. While all countries hosting DRC refugees are signatories to the 1951 Convention, the 1967 Protocol and the 1969 OAU Refugee Convention,[12] several have imposed restrictions limiting the ability of DRC refugees to enjoy their rights, including:

- the legal right to work[13] (Malawi, Tanzania, Uganda,[14] Zambia);

3 UNHCR, Global Trends 2012
4 UNHCR Projected Global Resettlement Needs 2014. The vast majority of the DRC refugee population in the Republic of the Congo arrived during 2009-10. Voluntary repatriation and local integration are the main durable solutions pursued for DRC refugees in the Republic of the Congo, and UNHCR's projected total resettlement need for this population is 450 persons.
5 Ibid. This includes refugees living in both informal settlements and in urban settings in Kampala. The majority of the Congolese refugees in Uganda reside in 7 refugee settlements in the western part of the country
6 Ibid. Congolese refugees in Tanzania live in Nyarugusu camp.
7 Ibid. In Rwanda, the vast majority of Congolese refugees are hosted in 3 refugee camps - Nyabiheke, Gihembe and Kiziba. Approximately 1,700 live in urban settings in Kigali.
8 Ibid. This includes both camp and urban refugees. Of these, 25,713 Congolese refugees in Burundi live in 3 refugee camps - Gasorwe Kinama, Musasa and Bwagiriza, while the remainder live in urban areas.
9 UNHCR Projected Global Resettlement Needs 2014. Congolese refugee population registered with UNHCR as of 1 January 2013.
10 Migrationsverket (Swedish Migration Board), Continued Focus on the Horn of Africa in Sweden's Quota Selections for 2013, 21 February 2013
11 Paddon, E. & Lacaille, G. (Refugee Studies Centre), Stabilising the Congo, Forced Migration Policy Briefing 8, December 2011
12 Article 1 of the 1969 OAU Convention governing the specific aspects of refugee problems in Africa replicates the 1951 Convention definition, and adds that the term 'refugee' 'shall also apply to every person who, owing to external aggression, occupation, foreign domination or events seriously disturbing public order in either part of the whole of his country of origin or nationality, is compelled to leave his place of habitual residence in order to seek refuge in another place outside his country of origin or nationality.'
13 Reservations made to Article 17 of the 1951 Convention.
14 Although Uganda made a reservation to Article 17 of the 1951 Refugee Convention, refugees' right to work is guaranteed in the 2006 Ugandan Refugee Act.

Congolese refugees in Rwanda/UNHCR/F.Noy/2012

- access to education[15] (Zambia);
- freedom of movement[16] (Malawi, Tanzania, Zambia); and
- access to citizenship[17] (Burundi, Malawi).

Restrictions have been applied either legally, as a consequence of host countries having made reservations to the Conventions, or practically but without legal basis. Even in cases where DRC refugees enjoy basic rights, their integration prospects are often limited. In Burundi and Uganda, for example, DRC refugees have the legal right to work but rates of employment are extremely low, limiting their access to livelihoods. Many therefore choose to remain in camps, increasing their dependence on aid.

Due to the size and the protracted nature of the Congolese refugee situation and the ongoing violence in eastern DRC, a common sub-regional approach to enhance durable solutions for Congolese refugees was introduced in early 2012. This strategy includes significantly increased resettlement of Congolese refugees living in a protracted situation in the Great Lakes and South Africa region. Some 160,000 refugees have been identified for resettlement.[18] Of these, at least 50,000 Congolese refugees will be submitted for resettlement from 2012 to 2017, making the Congolese one of the largest resettlement operations for the coming period. For 2014, UNHCR's *Projected Global Resettlement Needs*

15 Reservations made to Article 22.1 of the 1951 Refugee Convention.
16 Reservations made to Article 26 of the 1951 Refugee Convention.
17 Reservations made to Article 34 of the 1951 Refugee Convention.

18 Refugees identified for resettlement have been profiled according to two main criteria: arrival in country of asylum from 1 January 1994 to 31 December 2005; province of origin/last residence must be North Kivu, South Kivu, Katanga or Province Orientale

2014 (hereafter referred to as 'PGRN 2014') envisages resettlement from Uganda, Rwanda, Burundi, Tanzania, Zambia and Malawi, totalling 13,390 refugees.[19]

Most of the Congolese refugees have lived in protracted situations in camps, settlements (Uganda) and urban situations, many for over 17 years. The majority of refugees are of Banyarwanda backgrounds (Tutsi, Hutu or Banyamulenge) and most are children under the age of 18. The average household size is estimated to be 5.5 individuals; and considerable numbers of Congolese refugees have not received any formal education and have worked in agriculture. The population consists of large numbers of single parents/single mothers and a large proportion of Women At Risk (WAR), persons with medical needs, including various trauma and SGBV survivors and unaccompanied or separated children.[20]

The large majority of the Congolese refugees are resettled to the United States. In Europe, Sweden[21] and Denmark plan to resettle DRC refugees from Uganda within their 2013 annual quotas, Belgium has pledged to resettle Congolese from Burundi, Finland will resettle 150 Congolese refugees from Southern Africa (Malawi and Zambia), and the Netherlands will resettle Congolese refugees from Rwanda and Uganda.[22] The profiles show that the refugees will require considerable attention when they will arrive in their new countries, and that reception and integration programmes will need to address vulnerabilities.

1.2. Somali refugees in Kenya and Ethiopia

Kenya and Ethiopia currently host 492,046 and 240,086 Somali refugees, respectively.[23] The majority of these fled following the 1991 collapse of the Somali government and the ensuing civil war and humanitarian crisis. In 2011, Somali refugee arrivals into Kenya and Ethiopia increased significantly due to the combined effects of drought, famine and ongoing insecurity in Somalia.

In Kenya, refugees registered by UNHCR live in camps. Nearly half a million are located in Dadaab refugee camp, originally designed to accommodate not more than 160,000 refugees but which now constitutes a small 'camp-city', and a further 101,000 in Kakuma camp. Approximately 96% of all refugees in

19 UNHCR Projected Global Resettlement Needs 2014. Uganda (15,000), Tanzania (15,000), Rwanda (13,300), Burundi (10,000), Zambia (4,091) and Malawi (1,131). See also UNHCR & ATCR 2013 Fact Sheet on priority situations for the strategic use of resettlement.
20 Source: UNHCR & 2013 ATCR
21 Swedish Migration Board, Continued Focus on the Horn of Africa in Sweden's Quota Selections for 2013, February 2013
22 For more information about the European national resettlement quotas, see chapter VI.
23 UNHCR, registered Somali Refugee Population as of 17 May 2013

Mohammed, Somali refugee living in Nairobi/Andrew McConnell/Panos Pictures/The IRC

Dadaab are Somali. Following famine and renewed conflict in the region in 2011, over 100,000 new refugees flooded into the camp,[24] and the region has been hit by a series of major security incidents ranging from the kidnapping of aid workers to IED[25] explosions.

At the end of 2012, over 33,000 persons were registered as urban refugees in Nairobi in Kenya. In December 2012, Kenya's Department of Refugee Affairs announced that all asylum seekers and refugees from Somalia living in Kenya's urban areas should move to Dadaab, and that all refugee registration in urban areas should cease.[26] NGOs have since reported many cases of police harassment, arbitrary arrest, abuse against women and xenophobic attacks.[27]

Ethiopia was the main destination country for Somali refugees during 2012. This is despite the fact that the Ethiopian government requires all refugees to reside in camps.[28] Since 2007, six new refugee camps have opened to accommodate the growing Somali refugee population in Ethiopia, and the country's Dollo Ado camp has since become the world's second largest refugee complex after Dadaab.[29]

On June 5 2013, the Kenyan and Somali governments announced an agreement

24 2013 UNHCR country operations profile - Kenya
25 Improvised Explosive Device
26 Urban refugees from other nationalities have to move to Kakuma refugee camp. The Kenyan authorities said the transfer of urban refugees to the camps is a response to a series of attacks in which unidentified people threw hand-grenades into crowds in various locations, killing and injuring a number of people including police officers and soldiers. In January 2013, UNHCR's legal partners Kituo Cha Sheria filed a constitutional petition in the Kenyan High Court against the decision. The High Court has scheduled the case for ruling before the end of June 2013. Meanwhile, registration in urban areas remained interrupted.
27 Ibid.
28 Although Ethiopia continues to implement an encampment policy, in 2010 it introduced a so-called 'out-of-camp' scheme that allows Eritrean refugees to live outside camps in any part of the country, provided they are able to sustain themselves financially. According to UNHCR, there are indications that the Ethiopian government intends to expand this policy to other refugee populations.
29 UNHCR, Refugees in the Horn of Africa: Somali Displacement Crisis, 2013. As of June 2013, Dollo Ado hosts 195,393 Somali refugees.

on voluntary repatriation for Somali refugees in Kenya. The agreement is for a tripartite conference to take place in August 2013 to plan repatriation measures and mechanisms, together with the participation of UNHCR. While both civil society organisations and UNHCR have welcomed the availability of voluntary repatriation for Somali refugees who wish to return, they have also strongly cautioned against large-scale refugee returns given the highly insecure nature of many areas of Somalia.[30] At the time of writing, no official plans for the August conference or for repatriation measures more generally have been announced by either government.

Prospects for local integration are highly limited. While both Kenya and Ethiopia are signatories to the 1951 Convention, its 1967 protocol and the 1969 OAU Refugee Convention, they both impose restrictions on refugees' access to employment. In Kenya, for example, work permits are not issued to refugees. Additionally, in early 2013, a number of civil society groups raised concerns about a dramatic increase in arbitrary arrests and attacks on refugees of Somali origin in Kenya. They also criticised media coverage that often links refugees to insecurity without evidence to corroborate such claims, as compounding existing xenophobic attitudes towards refugees and asylum seekers.[31]

Resettlement is considered an important viable durable solution for Somali refugees in both Kenya and Ethiopia. For 2014, UNHCR's planned resettlement submissions for Somali refugees are 5,883 refugees – 3,673 in Kenya and 2,210 in Ethiopia, respectively. More broadly, UNHCR has projected total multi-year resettlement needs for 151,416 Somali refugees in Kenya and Ethiopia – 141,511 in Kenya and 9,905 in Ethiopia.[32]

The resettlement process in Dadaab has been complicated by growing insecurity in the camp and subsequent difficulties in accessing populations living there, meaning progressively smaller numbers of refugees have been submitted for resettlement in recent years (from 8,143 refugees in 2010 to 2,170 in 2012)[33] and a lack of resettlement places for refugees in Dadaab. Besides the small number of Somali refugees who can actually be resettled, main challenges also include long resettlement processing periods with average processing time between selection and departure of

30 Concern over planned relocation of refugees from Kenya to Somalia www.irinnews.org/report/98308/concern-over-planned-relocation-of-refugees-from-kenya-to-somalia

31 Jesuit Refugee Service, Kenya, Civil society group urges government to end abuse of refugees, January 2013

32 UNHCR Projected Global Resettlement Needs 2014

33 Annex 3. UNHCR Global Resettlement Statistical Report 2012 in UNHCR Projected Global Resettlement Needs 2014

Somali refugees being 458 days.[34] Some resettlement countries such as Canada, Australia and the UK tried to circumvent the security issue by using video conferencing tools for selection interviews. While Somali refugees in Ethiopia have been listed by the EU as a common resettlement priority for 2013, Somali refugees in Kenya have not.

Most Somali refugees are resettled to the US, Canada and Australia. In Europe, particularly, Norway, Sweden and the UK have received Somali refugees.

1.3 Eritrean refugees in Eastern Sudan

Eastern Sudan hosts 112,283 Eritrean refugees – 83,499 of whom live in camps and 28,784 in urban situations.[35] The first refugees arrived in 1968 fleeing Eritrea's war of independence with Ethiopia. Over the course of the subsequent thirty-year conflict, successive waves of people fleeing repression, insecurity, famine and drought[36] crossed the border into Eastern Sudan. Although significant numbers of Eritrean refugees returned home after a peace treaty was signed in 2000, ongoing deterioration in the political and human rights situation in Eritrea has again caused many to flee - in some cases for the second time - to Eastern Sudan.

This continued deterioration means voluntary repatriation is not a viable durable solution for Eritrean refugees in Eastern Sudan. Despite the long-standing nature of the Eritrean refugee population in Eastern Sudan, prospects for local integration are also quite limited. Sudan is a signatory to the 1951 Convention, its 1967 Protocol and the 1969 OAU Refugee Convention. However, the Sudanese Government has a reservation to Article 26 of the 1951 Convention pertaining to refugees' freedom of movement, and therefore has a legal basis to oblige refugees to remain in camps. Although some refugees have managed to leave the camps and find work in urban areas, these types of livelihoods are both precarious and very limited.

Naturalisation is in principle available to long-term residents.[37] However, living in Sudan as a refugee and being recognized as such by the authorities does not constitute 'legal residence,' making

34 Source: UNHCR & 2013 ATCR

35 UNHCR Projected Global Resettlement Needs 2014. Eritrean refugee population registered with UNHCR in Eastern Sudan as of 1 January 2013.

36 Eritrea became independent from Ethiopia in 1991. Prior to this, Eritrean refugees were effectively fleeing from Ethiopia.

37 Naturalisation in Sudan is regulated by the Nationality Act, according to which naturalisation is available to everyone of full age and capacity [who] has been domiciled in Sudan for a period of ten years [&], has an adequate knowledge of the Arabic language [&], is of good character and has not previously been convicted of a criminal offence, [and] if he is a national of any foreign country [has renounced and divested himself of the nationality of that country.

it impossible for Eritreans to be naturalised through formal means.[38] Some Eritreans have accessed Sudanese citizenship, but have relied on personal connections and significant resources in order to do so. Both UNHCR and NGOs have raised concerns about an increase in the number of kidnappings and trafficking activity targeting Eritrean refugees in Eastern Sudan, in particular in Shagarab camp.[39]

In 2012, 262 Eritrean refugees departed for resettlement from Sudan.[40] For 2014, UNHCR's resettlement submissions planned for Eritrean refugees represent 2,690 refugees, and UNHCR has projected that all of them are in need of resettlement. UNHCR plans to submit 9,500 Eritrean refugees who arrived in Sudan prior to January 1st 2005, and can be considered as living in a protracted refugee situation, for resettlement. In Europe, Eritrean refugees from Sudan were resettled to the Netherlands, Norway and Sweden.

38 UNHCR, No turning back. A review of UNHCR's response to the protracted refugee situation in Eastern Sudan, November 2011

39 UNHCR, UNHCR concern at refugee kidnappings, disappearances in eastern Sudan, January 2013

40 Annex 3. UNHCR Global Resettlement Statistical Report 2012 in UNHCR Projected Global Resettlement Needs 2014

2. AMERICAS

2.1. The Colombian refugee situation

Nearly 50 years of armed conflict between guerrillas, paramilitaries and the Colombian army resulted in the movement of over 4 million Colombians - both within Colombia and across its borders - since 1985. Around half a million have fled to neighbouring countries, mainly to Ecuador, but also to Costa Rica, Panama and Venezuela. At present, approximately 70,000 Colombian refugees are registered with UNHCR in the region.[41]

While the flow of refugees to neighbouring countries has decreased in recent years, the need for protection remains high. Although members of the Revolutionary Armed Forces of Colombia (FARC) have resumed peace negotiations with representatives of the Colombian government in June 2013, continued violence in some parts of Colombia makes that voluntary repatriation is not the preferred solution for most Colombian refugees.

Prospects for local integration are also limited. Ecuador has the largest population of recognised refugees in Latin America, 98% of whom are Colombians. Since 2010, there has been a rapid

41 Ibid. Colombian refugee population registered with UNHCR in Ecuador, Costa Rica, Panama and Venezuela as of January 2013.

Colombian refugees in Ecuador/UNHCR/B.Heger

deterioration in the asylum and protection space for Colombian refugees in Ecuador. While it is a signatory to the 1951 Refugee Convention and the 1984 Cartagena Declaration,[42] the government recently modified its Refugee Act to remove the expanded refugee definition set out in the Declaration.[43] It has severely restricted access to the domestic asylum procedure, meaning many Colombians are not legally recognised as refugees and are unable to access basic services.[44] Many live in inaccessible jungle settings in border areas, and are vulnerable to armed conflict between Colombian factions crossing into Ecuador. They also suffer through poor living conditions, a lack of access to health services, and very limited livelihood opportunities. Violence against Colombian refugee women and girls in Ecuador is widespread. Secondary movements of Colombian refugees within Ecuador are common, and Colombian refugees generally suffer racism and discrimination, including police harassment in some areas.

The lack of local integration prospects for Colombian refugees in Ecuador has thus become a protection issue, and resettlement remains an important durable solution for some. Of particular concern are Afro-Colombian refugees, unaccompanied minors and refugee women at risk of exploitation.[45]

42 The 1984 Cartagena Declaration on Refugees replicates the 1951 Convention definition, and adds that the term 'refugee' shall include persons who have fled their country because their lives, safety or freedom have been threatened by generalised violence, foreign aggression, internal conflicts, massive violation of human rights or other circumstances which have seriously disturbed public order. Whilst the Cartagena Declaration is not a treaty, its provisions have been incorporated into some national laws.

43 2013 UNHCR country operations profile Ecuador

44 According to a UNHCR survey, 80% of interviewed asylum-seekers who were not accepted to the asylum procedure had valid refugee claims.

45 United States Conference of Catholic Bishops, Colombian Refugees: No Solutions in Sight, http://www.usccb.org/issues-and-action/human-life-and-dignity/migrants-refugees-and-travelers/columbianrefugees.cfm

'Gabriela came from a rural farming region of Putumayo, Colombia. Her family had fled on different occasions in her youth but had lived in relative peace for six years until FARC insurgents invaded her family's farm. They murdered her brother and father. Gabriela managed to escape and crossed the border into Ecuador. When she crossed the border she had no idea what a refugee was - she simply knew she couldn't go home. Not far from a border town, she disclosed her story to a man who reminded her of her brother. The man kidnapped her, locked her in a room and proceeded to prostitute her for some time. Gabriela recalled many of her 'clients' as wearing police uniforms. She managed to escape thanks to a neighbour and approached UNHCR in Quito. Eight months later, she was granted refugee status. She struggled with complex trauma, alcohol abuse and depression, and shook whenever she encountered the police. Even as a recognised refugee, she was unable to find a way to support herself. When she applied for jobs cleaning houses, she was called a whore and told Colombian women belonged in brothels.'

Gabriela, Colombian refugee in Ecuador, in Jesuit Refugee Service, Latin America: Colombian refugees face stark choices, April 2011

In 2012, 559 Colombian refugees[46] were resettled. In total, UNHCR plans to submit 2,054 Colombian refugees for resettlement in 2014, of whom 2,000 are in Ecuador.[47] A lack of UNHCR capacity[48] and a significant population of unregistered individuals make the ongoing assessment of resettlement needs challenging.

In 2011, Colombian refugees were identified as one of the populations prioritised for resettlement. A Contact Group, chaired by the Governments of New Zealand and Uruguay was formed in February 2012 with the aim of maximising the strategic use of resettlement of Colombians in Ecuador.[49] Although several EU Member States resettle Colombian refugees, the EU has not included this population as a priority for 2013. The EU does, however, offer substantial humanitarian aid and assistance via ECHO.[50]

Argentina, Brazil, Canada, Uruguay and the US have resettled Colombian refugees. In Europe, Denmark, Norway and Sweden have resettled refugees from Ecuador.

46 Source: UNHCR & 2013 ATCR
47 UNHCR Projected Global Resettlement Needs 2014

48 For 2013, Ecuador ranks third in the world on UNHCR's ranking of needs versus capacity in resettlement.
49 UNHCR Projected Global Resettlement Needs 2014
50 European Commission, Commission Staff Working Document, General Guidelines on Operational Priorities for Humanitarian Aid in 2013, November 2012. In 2013, 15% of the planned geographical humanitarian and food aid budget allocation has been earmarked for the forgotten crises identified by ECHO.

3. ASIA AND PACIFIC

3.1. Afghan refugees in Iran and Pakistan

Afghan refugees in Iran and Pakistan constitute the largest and most protracted refugee population under UNHCR's mandate. Pakistan hosts 1,637,730 refugees, and Iran 824,087.[51] The majority have been resident in both countries since fleeing the Soviet War in Afghanistan during the 1980s. Despite the success of voluntary repatriation programmes both in Pakistan and Iran, many Afghan refugees have specific needs, vulnerabilities and protection concerns that prevent their return. In addition, the volatile security situation and human rights violations in Afghanistan remain an ongoing concern.[52] In May 2012, the governments of Pakistan, Iran, Afghanistan and UNHCR adopted the *Solutions Strategy for Afghan Refugees* (SSAR).[53] The SSAR outlines the need for increased voluntary repatriation, but also for enhanced resettlement as a means of international responsibility sharing, assistance to refugee affected and hosting areas (RAH) and alternative stay arrangements for refugees in Pakistan. Resettlement is considered to be a strategic component of the SSAR and a vital tool for maintaining adequate protection space.

51 Source: UNHCR. As of March 2013
52 UNHCR Projected Global Resettlement Needs 2013
53 Source: UNHCR & 2013 ATCR

3.1.1. Afghan refugees in Pakistan

Pakistan is not a signatory to the 1951 Convention or the 1967 Protocol. The temporary stay of registered Afghan refugees in Pakistan is regularised by means of Proof of Registration cards, all of which expired on 31 December 2012.[54] The Pakistani government extended their right to stay for an additional 6 months until the end of June 2013, and in July 2013 announced a further extension.

In Pakistan, 36% of the Afghan refugee population lives in refugee camps – known locally as 'refugee villages'- and 63% in urban settings.[55] In addition to the 1.7 million refugees registered with the government, it is estimated that a further one million undocumented Afghans live in the country. 85.1% of the Afghans in Pakistan are Pashtun, and the remainder are Tajiks, Uzbeks among others.[56] One of the most vulnerable Afghan refugee groups is the ethnic Hazara, who face targeted killings and persecution by the Taliban and anti-Shia factions in Afghanistan. For the Hazara, and for other Afghan refugee groups, voluntary repatriation is therefore not a viable durable solution.

54 The tripartite agreement between UNHCR and the governments of Pakistan and Afghanistan, which grants refugees an official refugee status in Afghanistan was supposed to come to an end on 31 December 2012.
55 Source: UNHCR & 2013 ATCR
56 UNHCR, International Conference on the Solutions Strategy for Afghan Refugees, to support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries, May 2012

Since 2002, some 5.7 million Afghan refugees have returned to Afghanistan. From 2002 to 2012, UNHCR facilitated the largest voluntary repatriation programme via which 3.8 million refugees returned from Pakistan to Afghanistan.[57] However, due to the volatile security in Afghanistan, voluntary repatriation was scaling down over the past years. Prospects for local integration remain low, as refugees have limited access to recognised legal status and to related services.

In late 2012, a Contact Group on Resettlement chaired by the Government of Australia was formed to mobilize international support for resettlement.

UNHCR has projected a total multi-year resettlement need amongst the Afghan refugee population in Pakistan amounting to 26,800 persons. For 2014, UNHCR is planning to submit for resettlement 3,850 Afghans from Pakistan. In 2012, UNHCR assisted the departure of 283 Afghan refugees from Pakistan.[58]

3.1.2. Afghan refugees in Iran

Iran is a signatory to the 1951 Convention and its 1967 Protocol. Hazara and Tajiks represent over 70% of the Afghan refugee population in Iran, with the remainder consisting of other ethnic groups such as the Pashtuns.[59] Most refugees in Iran reside in urban areas, with only 3 per cent living in settlements mostly located in rural areas.

Prospects for local integration are limited and increasingly difficult due to the deteriorating economic situation. Refugees' movements within Iran are limited to so-called 'No-Go Areas,'[60] and the living standards of Afghan refugees have deteriorated significantly in recent years.[61] During 2002-12, UNHCR subsequently assisted the voluntary repatriation of approximately 902,000 Afghan refugees resident in Iran. Due to the difficult economic conditions in Iran, voluntary repatriation to Afghanistan has risen in 2011. Resettlement is therefore an important durable solution for the Afghan refugee population although only a very small number of Afghan refugees in Iran have benefited from such solution so far.

In 2011, the Refugee Contact Group on Iran was established with the aim of enhancing the ongoing resettlement of Afghan refugees from Iran. Presently chaired by Sweden, with a membership comprising UNHCR and selected resettlement countries (Australia, Finland and Germany, with Brazil and Japan as

57 UNHCR Projected Global Resettlement Needs 2014
58 Annex 3. UNHCR Global Resettlement Statistical Report 2012 in UNHCR Projected Global Resettlement Needs 2014
59 UNHCR, International Conference on the Solutions Strategy for Afghan Refugees, to support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries, May 2012
60 Since 2008, the Government of Iran has declared certain parts of Iran as 'no go areas': Afghans living in those designated areas are asked to move to a different province in Iran or repatriate.
61 Danish Refugee Council, Living conditions for Afghan refugees in Iran are decreasing, March 2013

observers), the Contact Group works in close cooperation with the Iranian government. It aims to increase the number of resettlement places available for Afghan refugees in Iran, and to encourage multi-year commitments by resettlement countries to make the process more predictable and reliable for all parties. In 2012, UNHCR assisted the departures of 1,427 Afghan refugees from Iran, three times the 2011 figure of 474 refugees.[62] In addition to resettlement, the Contact Group has supported humanitarian assistance to refugees in Iran. A Health Insurance Scheme (HIS) was implemented in 2011, ensuring that refugees continue to benefit from free primary health care.

Iran has been designated as one of the seven priority refugee situations for the strategic use of resettlement. UNHCR has projected a total resettlement need of 82,000 persons among Afghan refugee populations in Iran.[63] For 2013, UNHCR seeks as many as 5,000 places, including cases with special medical needs and women and girls at risk. However, there has been a growing reticence on the part of the resettlement countries to accept refugees with medical needs.

For Afghan refugees, the major countries of resettlement include Australia, Sweden, Finland and Norway.

62 Annex 3. UNHCR Global Resettlement Statistical Report 2012 in UNHCR Projected Global Resettlement Needs 2014

63 UNHCR Projected Global Resettlement Needs 2013

3.2. Bhutanese refugees in Nepal

Since 1991, approximately 18% of the Bhutanese population has fled the country (108,000 refugees), mainly to Nepal and India. The vast majority of these refugees are Lhotshampa, a Hindu population of ethnic Nepali descent. In the mid-1980s, the Nepalese government passed citizenship laws that provided a legal basis for declaring many Lhotshampa to be 'non-nationals.' Escalating discrimination throughout the 1980s and early 1990s led to the large-scale movement of Lhotshampa refugees. As refugees departed, the government resettled 'citizens' from other parts of the country onto their lands, and those Lhotshampa that remained in Nepal continued to suffer routine discrimination, arbitrary detention and restricted access to education and employment.

Nepal is not a signatory to the 1951 Convention and has no national refugee legislation. However, the Nepalese government recognises Bhutanese refugees living in camps on a prima facie basis,[64] and UNHCR conducts Refugee Status Determination (RSD) for the far smaller numbers living in urban settings. Although camp-based refugees are not allowed to

64 UNHCR, Protection of refugees in mass influx situations: overall protection framework, Global Consultations on International Protection 1st meeting, 19 February 2001: 'Group determination on a prima facie basis means in essence the recognition by a State of refugee status on the basis of readily apparent, objective circumstances in the country of origin giving rise to the exodus. Its purpose is to ensure admission to safety, protection from refoulement and basic humanitarian treatment to those patently in need of it.'

Bhutanese refugees in Nepal/UNHCR/J.Rae

leave the camps and are not granted work permits, many find informal employment. The Nepalese government considers Bhutanese refugees in urban settings to be illegal residents, and they are liable to pay fines or be detained as overstayers. Local integration is therefore not a viable solution for either camp-based refugees or those living in urban settings.

In 2001, the Bhutanese and Nepalese governments collaborated on a pilot screening exercise of Bhutanese refugees in a single camp (Khudunabari) without the involvement of UNHCR or other agencies. Just over 12,000 refugees were screened - 75% were deemed eligible to return to Bhutan, while 25% were found to be 'non-Bhutanese' with no right of appeal. Specific conditions were applied to the return of the 75% deemed eligible, which for the majority meant re-applying for Bhutanese citizenship under the challenging terms of the discriminatory 1985 citizenship legislation, after a 2-year probationary period spent in a closed camp in Bhutan. Where this condition was not applied, returning Bhutanese refugees would have no claim to their previous land or property.[65] Voluntary repatriation is therefore not viable for many Bhutanese refugees, and resettlement remains the only durable solution realistically available for the vast majority of this population.

Since 2007, 8 resettlement countries – Australia (3,837), Canada (5,296), Denmark (724), the Netherlands (326), New Zealand (710), Norway (546), the United Kingdom (257) and the United States (63,400) – have together resettled over 75,000 Bhutanese refugees from the camps in Nepal.[66] During

65 Hutt, M. www.bhutaneserefugees.com, January 2013

66 IOM Nepal, Resettlement of Bhutan Refugees from Nepal Passes 75,000, December 2012

this period, the number of camps has been reduced from seven to two. In 2013, UNHCR will facilitate the resettlement of up to 15,000 refugees.[67] In March 2013, Canada announced that they would select 1,000 Bhutanese refugees over two years.[68] For 2014, UNHCR is planning to submit 7,240 Bhutanese refugees for resettlement from Nepal.[69] In January 2013, the Bhutanese refugee population in Nepal was estimated to be 40,971 individuals.[70] For 2014, Bhutanese refugees no longer figure on the list of UNHCR priority situations. However, by the end of 2014, there will remain around 18-19,000 refugees for whom a durable solution must be found.

3.3. Burmese refugees in Thailand and Malaysia

Prolonged conflict in Burma (Myanmar) has led to one of the most protracted refugee situations in Asia. For over 50 years, the Burmese military regime has persecuted many of the country's numerous ethnic and minority groups, many of whom have sought greater autonomy from the Burmese state. Burma's human rights situation remains poor, despite some actions by the government toward reform.[71]

67 2013 UNHCR country operations profile - Nepal
68 Those 1,000 Bhutanese refugees will come in addition to the 5,000 Bhutanese refugees Canada proposed to resettle over 5 years in 2007, bringing the total number to 6,500.
69 UNHCR Projected Global Resettlement Needs 2014
70 UNHCR Projected Global Resettlement Needs 2014
71 Human Rights Watch, World Report 2013. In April 2012, opposition leader Aung San Suu Kyi's party won 43 out of 45 seats in a parliamentary by-election but a large majority of seats in the lower house are still controlled by the government party and the military.

3.3.1. Burmese refugees in Malaysia

As of January 2013, 84,640 Burmese refugees were registered in Malaysia.[72] The Burmese refugee population in Malaysia is entirely urban, with most living in or around major cities. This population is made up of ethnic Burmese minorities who fled persecution by the former military regime, mainly the Chin, Karen and Mon groups. The Burmese refugee population in Malaysia also includes a large group of Rohingya, a Muslim minority from Burma's northern Rakhine State that suffers routine discrimination and abuse by the Burmese government. Peace negotiations with armed ethnic groups are ongoing, and prospects for voluntary return are therefore expected to improve in 2013-14.[73] However, continuous persecution and instability in some parts of Burma mean voluntary repatriation is still not a realistic prospect for the majority of Burmese refugees in Malaysia.

Prospects for local integration are also extremely limited. Malaysia is not a signatory to the 1951 Convention or its 1967 Protocol, and has no national asylum legal framework or system (RSD is instead conducted by UNHCR). Urban environments can in some cases offer more opportunities for self-reliance and better prospects for integration. However, the 1963 Malaysian Immigration Act does not distinguish

72 UNHCR Projected Global Resettlement Needs 2014
73 UNHCR Projected Global Resettlement Needs 2014

Nam DarBu, Burmese (Karen) refugee living in Kuala Lumpur/Andrew McConnell/Panos Pictures/The IRC

between refugees and undocumented migrants,[74] and without a protected legal status refugees are at constant risk of arrest, detention and deportation. Refugees are unable to work legally, send their children to school, or access healthcare or social services.

For 2014, UNHCR plans to submit 14,150 Burmese refugees for resettlement from Malaysia, contributing to making it the country with the highest number of resettlement submissions worldwide planned for 2014. Total resettlement needs are 123,760 Burmese refugees.[75] In addition to annual intakes by Canada, Australia, New Zealand and the US have multi-year resettlement commitments with regard to this population. European countries including Czech Republic, Denmark, Norway and Sweden have resettled Burmese refugees. Identification of resettlement needs is challenging due to the urban context,[76] although UNHCR accepts referrals for resettlement assessment from refugee communities and NGOs, particularly those involved in health and community services in urban settings.

Certain NGOs have pointed out that resettlement from Malaysia should be used more strategically and be used to promote an adequate protection system in Malaysia, where most refugees have remained in this protracted situation for decades without a durable solution in sight.

74 2013 UNHCR country operations profile Malaysia
75 UNHCR Projected Global Resettlement Needs 2014
76 Amnesty International, Abused and Abandoned Refugees denied rights in Malaysia, June 2010

3.3.2. Burmese refugees in Thailand

Since their arrival in Thailand in the 1980s, Burmese refugees have been confined to nine closed camps - known as 'temporary shelters' - along the Thai-Burma border. Access to these camps is regulated by the Thai government. As of January 2013, 83,317 Burmese refugees were registered as having been admitted to the nine camps.[77] Since 2006, the registration and admission system in the camps has not been fully functional, and approximately 46,000 camp residents are estimated to be unregistered.[78] Unregistered camp residents are ineligible for resettlement. UNHCR conducts RSD for asylum seekers living in Bangkok except for Burmese refugees who are required by the government to report to the camps on the border.

Most camp residents are ethnic Karen who fled conflict with the military regime in Burma. Following national elections in Burma in November 2010, new clashes between armed ethnically affiliated groups and the Burmese army erupted along the Thai-Burma border, leading to the rapid arrival of a further 16,000-18,000 refugees from Burma. While recent ceasefire agreements between ethnic armed groups and the Burmese government have presented some limited possibilities for a resolution to these conflicts, it is not clear when - or even if - the situation will improve. Many Karen refugees are subsequently reluctant to take up voluntary repatriation at the current time, and it therefore remains limited as a durable solution in this context.

Thailand is not a signatory to the 1951 Convention and has no national legislation governing the treatment of refugees. Burmese nationals, found living outside of the camps, are subject to arrest, detention and deportation.[79] The basic rights of refugees in Thailand are severely limited - they have no access to medical services and they do not have the right to work - meaning local integration is impossible. To date, resettlement has been the only durable solution that offers adequate protection for Burmese refugees in Thailand.

Resettlement began in 2005 and has since provided a durable solution for more than 80,000 Burmese refugees in Thailand.[80] UNHCR has projected a total resettlement need for Burmese refugees in Thailand of 4,000 persons, and plans to submit 3,500 refugees for resettlement in 2014.[81] Although resettlement from Thailand has been conducted for over seven years, it has not led to an improvement in the protection climate in Thailand. UNHCR

77 UNHCR Projected Global Resettlement Needs 2014
78 Ibid.
79 Human Rights Watch, Ad Hoc and Inadequate. Thailand's Treatment of Refugees and Asylum Seekers, September 2012
80 UNHCR Projected Global Resettlement Needs 2014
81 Ibid.

is in the process of phasing out resettlement and no longer lists it as a priority for 2014.

4. TURKEY AND MIDDLE EAST

4.1. Iranian and Iraqi refugees in Turkey

Iraqi and Iranian refugees continue to form the largest refugee groups in Turkey. Many originally crossed into Turkey in the 1980s, fleeing authoritarian regimes and conflict including the Islamic Revolution in Iran, the Iran-Iraq War and the subsequent 1991 Gulf War.

Following the US-led invasion of Iraq in 2003, the Turkish government took specific measures to prevent the movement of Iraqi refugees into Turkey, and so did not experience the same increase in Iraqi arrivals as other countries in the region. However, their numbers have significantly increased since 2011 due to the worsening security situation in Syria. By 2013, Iraqi and Iranian refugee populations in Turkey registered with UNHCR amounted to 9,478 and 3,040 persons, respectively.[82]

For both Iranian and Iraqi refugees, ongoing civil and political instability both in the region and in their specific countries of origin means voluntary repatriation is very rarely a viable durable solution.

> 'I'm originally from Iraq and came to Turkey after seeking refuge in Syria. In Iraq I was kidnapped twice by two different militias. Luckily, the Iraqi army was stationed near my family's home and they saved my life by helping me to escape. After these incidents, my father decided that I, at the age of 15, should leave Iraq and go to Syria since the language and cultural norms in the two countries are similar. I stayed in Damascus in Syria from 2004 until February 2012. But I left because the situation had become increasingly worse for Iraqis. When the crisis started, armed gangs started asking for money in exchange for protection. So I left Damascus and came to Turkey. I want to live here in peace but I face many difficulties, including the language barrier and an inability to access the labour market. Finally, I'm still awaiting news about the resettlement application I made while in Syria. I would like to go to the US and join my sister who has been living there for three years.'
>
> *Almuthana Abdulmajeeed, Iraqi refugee in Turkey; In Jesuit Refugee Service, Turkey: Iraqis constantly on the move in search of a brighter future, February 2013*

While Turkey is a signatory to the 1951 Convention and its 1967 Protocol, it maintains the Convention's

82 Ibid.

'geographical limitation', meaning only Europeans[83] can be considered as refugees. Non-European refugees (mostly Iraqis, Iranians, Afghans and Somalis) are granted 'temporary asylum seeker status,' and UNHCR is responsible for their registration, RSD, as well as for finding durable solutions. To date, the only exception is the temporary protection granted to Syrian nationals seeking international protection, who began arriving in June 2011.[84]

The Turkish government recently adopted a new migration and asylum law which will strengthen refugee protection, while not lifting the geographical limitation.[85]

The lack of legal recognition of non-European refugees and their exclusion from mainstream legal processes and services means resettlement is the only available durable solution for Iranian and Iraqi refugees in Turkey.

UNHCR has projected a total resettlement need amongst Iranian and Iraqi refugees of 18,600 persons – 13,710 Iraqi refugees and 4,890 Iranian refugees – and plans to submit 4,650 Iraqi refugees and 2,650 Iranian refugees in 2014.[86] Resettlement will continue to be used strategically in Turkey to enhance the protection space for all refugees and it will continue to be the main durable solution available to non-European refugees in 2013.

The US has historically accepted the majority of Iranian and Iraqi refugees resettled from Turkey. In 2011, for example, 67% of departures travelled to the US.[87] Canada, Australia and Norway have traditionally offered resettlement places specifically for Iranians and Iraqis from Turkey; while in Europe, Finland, Germany, and Norway have resettled refugees from Turkey, and France, the Netherlands, Portugal and the UK occasionally consider a small number of cases for resettlement.

4.2. Iraqi refugees in Jordan, Lebanon and Syria

'Ahmed joined the new Iraq army in 2004 and was assigned to work in his home district Al Sadr City. During this period, he survived several assassination attempts but was unable to escape being abducted in 2005. Until his family paid his captors, he was held for a week and tortured. Ahmed fled to Syria in 2006 with his wife and four children. The

83 Member States of the Council of Europe.
84 They are granted temporary protection by the Government and hosted in camps managed by the Turkish authorities in close cooperation with the Turkish Red Crescent.
85 In April 2013, Turkey adopted a new asylum law, the Law on Foreigners and International Protection, which establishes a civil institution to handle all asylum matters and grants social and economic rights to all asylum applicants. It also establishes procedural safeguards for the processing of claims, however as there is a transitional period of one year, no major changes are expected in 2013. It also maintains the geographical limitation.
86 UNHCR Projected Global Resettlement Needs 2014
87 ICMC screens and prepares cases for adjudication by the US immigration authorities through its Resettlement Support Centre (RSC) in Turkey (covering Turkey and the Middle East) formerly known as the Overseas Processing Entity (OPE).

family lives off the modest proceeds from the sale of a small piece of land. Ahmed has not registered with the government out of fear he will be targeted again. Compounding this, Ahmed is suffering from diabetes and has chronic pain from being tortured. Although medication and treatment are available at health centres, Ahmed worries that should he seek treatment, he will be targeted by militias'.

Ahmed, former soldier, in International Rescue Committee, A tough road home. Uprooted Iraqis in Jordan, Syria and Iraq, February 2010

The first Iraqi refugees arrived in Jordan, Lebanon and Syria in the aftermath of the 1991 Gulf War. Since the US-led invasion of Iraq in 2003, the three countries have again become major destinations for Iraqi refugees.

The number of Iraqi refugees registered in Jordan has remained relatively stable, with a current population of 27,814.[88] Numbers in Lebanon have decreased to a current total of 6,500.[89] In both countries, Syrian refugees fleeing conflict in their own country currently outnumber Iraqi refugee populations.[90]

Following the US-led invasion of Iraq in 2003, Iraqi refugees in Syria were offered protection by the Assad government. In the context of the current conflict in Syria many view Iraqi refugee populations as potential supporters of the Assad regime[91], and they have therefore been subject to targeted attacks and discrimination. The civil war and the particular insecurity of the Iraqi population in Syria has led many Iraqi refugees to be 'twice displaced' - from Iraq to Syria, and then from Syria to neighbouring countries such as Lebanon and Jordan. Although less than 60,000 refugees returned to Iraq during the last few months of 2012, continued instability in Iraq and the loss of land, houses and other assets means voluntary repatriation is not a viable option for the majority. Additionally, many refugees fear religious or ethnic persecution if they return.[92]

Neither Jordan, Lebanon nor Syria are signatories to the 1951 Convention.[93] UNHCR is responsible for conducting RSD in all three countries. Both the Jordanian and Lebanese governments have signed Memoranda of Understanding with UNHCR which outline UNHCR's responsibility to find

88 UNHCR Projected Global Resettlement Needs 2014. Iraqi refugee population registered with UNHCR in Jordan at January 2013.
89 Ibid. Iraqi refugee population registered with UNHCR in Lebanon as of January 2013.
90 UNHCR, Syria Regional Refugee Response Inter-agency Information Sharing Portal (http://data.unhcr.org/syrianrefugees/regional.php). At July 2013, 505,347 and 639,982 Syrian refugees registered in Jordan and Lebanon respectively.
91 International Rescue Committee, Syria: A Regional Crisis. The IRC Commission on Syrian Refugees, January 2013
92 International Rescue Committee, A tough road home. Uprooted Iraqis in Jordan, Syria and Iraq, February 2010
93 Harper, A. Iraq's refugees: ignored and unwanted, in International Review of the Red Cross, Volume 90, no.869, March 2008

durable solutions for recognised refugees within limited periods of time. In Jordan, refugees are considered to be 'guests', and subsequently have no access to employment or long-term settlement. Legally, both refugees and all other foreigners are at risk of deportation after a period of 6 months residency in the country. The 2003 Memorandum of Understanding between UNHCR and the Lebanese government stipulates that all refugees should be resettled within 9 months of their recognition as refugees by UNHCR.[94] Many Iraqi refugees in Jordan have been displaced for as long as five years. The current large-scale influx of Syrian refugees which Jordan and Lebanon are hosting (491,365 and 572,224 respectively) is presenting a tremendous burden on the host countries, and due to these large numbers, opportunities for local integration are not available.

Resettlement is therefore the only viable solution for the vast majority of refugees. In Lebanon, resettlement has been used strategically to establish and maintain a temporary protection regime for non-resettled refugees remaining in the country. There is a continuous need to respond to urgent protection cases that do not meet criteria applied by larger resettlement countries.[95] Insecurity in Syria led all major resettlement countries to suspend their programmes during 2011-12, and the accessibility of the country and refugee populations within it remain serious concerns for 2013 and 2014. Alternative processing through video conferencing tools is still ongoing as well as evacuations to the ETCs.

UNHCR has projected a total resettlement need among Iraqi refugees in the three countries of 20,050 persons - 1,000 in Jordan, 3,515 in Lebanon and 12,800 in Syria.[96] While UNHCR Jordan is expected to submit 1,900 Iraqis for resettlement in 2013, the influx of Syrian refugees and the ongoing arrivals of Iraqi refugees fleeing from Syria severely impact on resettlement operations.[97]

4.3. The Syrian refugee situation

Over 2 years of civil conflict in Syria has forced hundreds of thousands of Syrians to flee to neighbouring countries. As of July 2013, 1,846,534 refugees were registered or awaiting registration in Lebanon (639,982), Jordan (505,347), Turkey (428,246), Iraq (159,792) and Egypt (99,167), with smaller numbers in other North African countries.[98]

94 UNHCR Projected Global Resettlement Needs 2013
95 Source: UNHCR & 2013 ATCR

96 UNHCR Projected Global Resettlement Needs 2014
97 Ibid.
98 UNHCR, Syria Regional Refugee Response. Inter-agency Information Sharing Portal, figures at July 2013

Syrian refugees in Iraq/UNHCR/N.Daoud

In Turkey, Syrian refugees who arrived after June 2011 are granted temporary protection and hosted in one of the 14 camps managed by the Turkish authorities in collaboration with the Turkish Red Crescent. Camp-based refugees have access to basic services and assistance. While Syrian refugees living in urban settings in Turkey have long been unable to register for assistance, the Turkish government recently launched an operation to register refugees in urban areas. Some 40,000 Syrian refugees in urban areas have since been registered under the new policy.

Lebanon has adopted a protection and humanitarian-oriented response to the Syrian arrivals, but the absence of a national legal or administrative framework for refugee protection leaves Syrian refugees vulnerable to arrest, detention and deportation. Most of the refugees live in urban areas.

In Jordan, Syrian refugees have become the largest refugee population in the country. Most of them live with host families or in collective centres in towns and rural areas.[99] The smaller numbers of camp-based refugees can access basic services, including medical services, but living conditions in the camp are harsh. In urban areas, refugees can access medical services and enrol their children in the public

99 UNHCR Projected Global Resettlement Needs 2014

school system, but high rental costs, increasing food prices and limited financial support have led to increasing levels of destitution. Additionally, host communities are becoming increasingly hostile toward Syrian refugees. In Jordan, Lebanon and Turkey refugees do not have the legal right to work, and those that find employment do so in the informal sector.

As detailed earlier in this chapter, the current situation in Syria has also caused many refugees to move to neighbouring countries, thus becoming 'twice displaced'.[100] An estimated half a million Palestinian refugees reside in Syria, with most living in 'camps' that are indistinguishable from urban neighbourhoods. Thousands were displaced when their residence areas were hit by heavy shelling, and many have since fled to Lebanon. Experts in the region are also warning that the Assad regime could potentially use Palestinian refugees as a tool to destabilise the Middle East by pushing them into Jordan[101] or the Golan Heights.[102] Approximately 8,000 non-Iraqi refugees are registered with UNHCR in Syria, the majority from Somalia, Afghanistan, Sudan and Yemen.

These refugees live mainly in Damascus and its suburbs, and due to the fact that they lack documentation and are visibly 'foreign', face significant protection risks during the current period of unrest and violence.[103]

'When Hayfa and her family first arrived in Syria from Iraq, they settled in Shaba, southwest of Damascus. Their son Akram found a job in a shop. After years of persecution and fear in Iraq, Hayfa was hopeful they could all live peacefully again. That hope was shattered in September 2012 when heavy fighting broke out in Shaba between the Syrian army and the armed resistance. The family fled first to Jaramana, further south, but as soon as they settled there, an air raid set the house on fire. They fled to Damascus, where they still are now – though none the safer. Almost uninterrupted, nearby explosions rock their house. When Akram – the family's sole breadwinner – was wounded in the back by a nearby car bomb explosion, he lost his job. Hayfa and her family fled Iraq in 2006 when armed militias threatened to kill them because her son was working for the government. They had to seek safety in neighbouring – and then peaceful – Syria. Six years later, they found themselves packing their bags again and wondering whether they would ever be able to stop running away from war zones.'

ICMC, EU-funded ICMC keeps helping Iraqi refugees in Syria as aid may dwindle, March 2013

100 International Rescue Committee, Syria: A Regional Crisis. The IRC Commission on Syrian refugees, January 2013

101 Since the beginning of the conflict, Jordan has welcomed Syrian refugees but has reportedly turned away some Palestinian residents of Syria. There are two million Palestinians in Jordan, and it has concerns about the impact of hosting many more.

102 International Rescue Committee, Syria: A Regional Crisis. The IRC Commission on Syrian refugees, January 2013

103 Amnesty International, CCME, ECRE, Letter to the Cyprus Presidency The Syrian refugee crisis and the role of the European Union, October 2012

In August 2012, UNHCR appealed to countries to provide resettlement places for up to 500 non-Iraqi refugees in Syria and to consider resettling them on a dossier basis. The response from resettlement countries was limited, in part due to the lack of flexibility to provide emergency places within predefined annual resettlement quotas. In 2013, UNHCR issued a document[104] setting out a strategy for enhancing the use of resettlement as a protection tool for Syrian refugees (including Palestinians who have lived in Syria under UNRWA's protection). The strategy consists in two phases. The first phase consists in concerted efforts to make individual referrals based upon specific needs and vulnerabilities, while the second phase will consist in large-scale referrals if the protection situation in the region requires it. During the latter, the flexible pool for emergency places may be used as well as places secured under specific funding provided for emergency resettlement.[105]

In March 2013, Germany agreed to grant humanitarian admission to some 5,000 Syrian refugees in Lebanon who had fled ongoing violence in the country. It is envisaged that the first of these will arrive in Germany during 2013. Humanitarian admission is substantially different from resettlement in that it grants a 2-year temporary status (with possibility of extension) to those arriving, with the expectation that they will return to Syria when the conflict there has been resolved. 1,000 places will be allocated to the German embassies' contingent while the remaining 4,000 will be divided among the following 3 criteria:

- Family members (1,300) who registered in Lebanon at UNHCR or Caritas and who have requested resettlement before March 31st, 2013. UNHCR Germany will send the data collected through webforms to UNHCR Lebanon for verification. As needs are far greater than the available places, places may be allocated based on lottery;
- Humanitarian reasons (those particularly in need of protection, mothers with children, orphans and religious minorities); and
- Persons with a particular potential to assist in the (post-conflict) reconstruction of Syrian society.[106]

104 UNHCR, Strategy for Enhancing the Use of Resettlement as a Protection Tool for Durable Solution for Syrian Refugees, 12 April 2013

105 See Chapter V for more information about EU funding.

106 Anordnung des Bundesministeriums des Innern gemäß §23 Absatz 2, Absatz 3 i.V.m §24 Aufenthaltsgesetz zur vorübergehenden Aufnahme von Schutzbedürftigen aus Syrien und Anrainerstaaten Syriens, 30 May 2013

At the time of writing, UNHCR is developing a strategy to enhance the use of resettlement for vulnerable Syrian refugees from Jordan and Lebanon that will aim to address the resettlement needs of women and children at risk, medical cases, survivors of violence and torture and refugees with family links abroad.[107]

107 UNHCR Projected Global Resettlement Needs 2014

Chapter IV – The Resettlement Process: from Identification to Departure

© Tunisia/IOM arranges a charter flight from Djerba to Hannover on behalf of the German government for the refugees from Shousha/IOM/2012

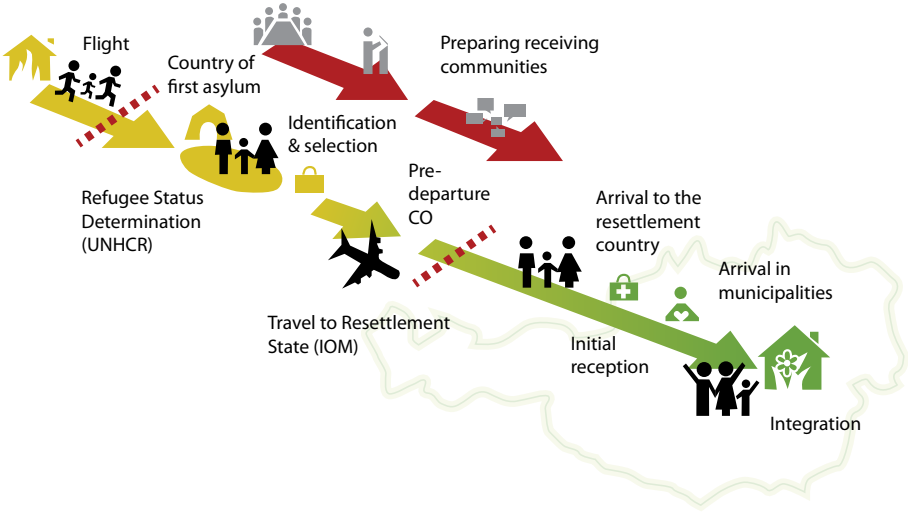
Resettlement is a coordinated activity undertaken in partnership with resettlement countries, IOM, UNHCR, NGOs and other actors. It includes a variety of specific processes shown in the chart below, from identification in the field of refugees in need of resettlement, to screening, processing, pre-departure orientation, travel, reception and integration of refugees in the resettlement country.

1. IDENTIFICATION

1.1. Forecasting resettlement needs

UNHCR field offices forecast the overall resettlement needs for specific refugee populations as well as their own capacity to address these needs. Resettlement targets are set each year for the forthcoming calendar year, and are published in UNHCR's annual Projected Global Resettlement Needs document. Additionally, UNHCR uses tools such as the proGres database,[1] a

1 proGres is a UNHCR registration database which records information relating to individual refugees' involvement with UNHCR, from initial registration to the implementation of a durable solution.



Source: Austrian Red Cross

mobile refugee field kit that provides an overall picture of protection risks and the application of durable solutions - including resettlement - for global refugee populations.

1.2. Identifying individuals in need of resettlement

The identification of refugees at risk and of those with specific needs among the refugee population is established through interviews with refugees and their dependants - assuming refugee status has been granted[2] - and through an assessment of background and country of origin information. Identification is one of the most critical tasks in the resettlement process, and several tools and sources of information are available to UNHCR staff and partners to support this process:

- Protection profiling involves using the UNHCR proGres database and identifying the characteristics which put individuals at high risk.

- Participatory assessments[3] are structured discussions undertaken by UNCHR with refugee women and men of all ages and backgrounds. The discussions focus on gathering information on protection needs and risks and their underlying causes, and on individual and community capacities to respond to these risks. Participatory assessments do not focus specifically on resettlement, but do enable UNHCR to assess the feasibility of resettlement as a durable solution.

- In addition to internal referral mechanisms, UNHCR also accepts referrals of individuals potentially in need of resettlement from NGO partners. Referrals may be made through formal arrangements signed with the NGOs, as a supplementary protection activity to their main function, or on a case-by-case basis. When delivering services, NGOs may come across specific protection concerns that can only be addressed through resettlement. UNHCR field offices may also assess self-referrals from individuals who believe they are in need of resettlement, although an over-reliance on self-referrals in identification is considered indicative of gaps in local protection frameworks and operations.

- The Heightened Risk Identification Tool (HRIT)[4] was developed by UNHCR to improve the identification process by linking group and individual assessments. The HRIT provides a methodology by which UNHCR and its partners can assess the risks present in

2 See Chapter I, Section 3.2 for more details.
3 UNHCR Tool for Participatory Assessment in Operations, May 2006
4 UNHCR, The Heightened Risk Identification Tool, June 2010

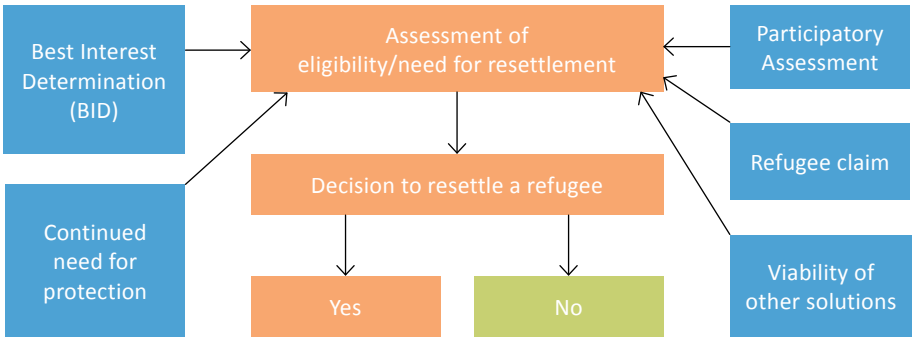
individual re-fugees' living situations and identify those in need of a protection intervention. It can be used prior to and following Refugee Status Determination (RSD) processes or participatory assessments, or as a standalone tool.

- The Best Interest Determination (BID)/Best Interests Assessment (BIA)[5] process is used by UNHCR to determine the best course of action to resolve the protection needs of children.[6] A BIA is required before any action affecting an individual child of concern to UNHCR is taken. A full BID must be undertaken in specific circumstances – for example, when making temporary care arrangements for a child or when considering removing them from their parents or primary caregiver – or to determine the most suitable durable solution for the child's protection needs. A BID is a participatory process designed to involve the child in the decision-making process, and can be undertaken for both unaccompanied children and those living with family members and/or guardians. A BID/BIA may identify resettlement as the most appropriate durable solution for a child.

5 UNHCR, Guidelines on Determining the Best Interests of the Child, May 2008 UNHCR-IRC, Field Handbook for the Implementation of UNHCR BID Guidelines, 2011

6 'In all actions concerning children, whether undertaken by public or private social welfare institutions, courts of law, administrative authorities or legislative bodies, the best interests of the child shall be a primary consideration.' Article 3, UN General Assembly, Convention on the Rights of the Child, 20 November 1989, United Nations, Treaty Series, vol. 1577' The principle of the best interests of the child shall be a primary consideration in regard to all actions concerning children, EXCOM Conclusions No.107 (LVIII) on Children at Risk, 5 October 2007

Chart A: Identification of refugees in need of resettlement



UNHCR field office staff will conduct a resettlement needs assessment for each refugee potentially in need of resettlement. The needs assessment:

- determines if sufficient information is available to assess the need for resettlement, and identifies any additional information needed;
- assesses the prospects for durable solutions and the current protection environment;
- reviews family links, child protection concerns and any signs of fraud associated with the case; and
- assesses the resettlement need, and identifies the priority of the case and which of the resettlement submission categories (see Chapter I and Annex I) applies.

The assessment will produce one of the following three conclusions:

- the case is founded and should proceed for resettlement submission;
- the case is unfounded and resettlement should not be pursued; or
- additional information is required.

1.3. Identifying groups in need of resettlement

Identifying an entire group of refugees as being in need of resettlement can form an important component of a wider protection and durable solution strategy, as developed by UNHCR for specific refugee situations. Group identification, which supplements individual identification, is often used in durable solutions strategies to assess large numbers of prima facie refugees.[7] Processing groups of refugees in a similar protection situation can contribute to resolving protracted refugee situations, and can also represent a strategic use of resettlement potentially causing other protection benefits to accrue.

To support the use of group identification by field offices, UNHCR has developed a group resettlement methodology.[8] A 'group' will ideally share a specific nationality and/or basis for a refugee claim, possess some form of identification, and be finite - in the sense that it will not be replenished when numbers decrease, for example through resettlement. The group should also be defined by one or more shared and verifiable characteristics, such as political, religious or ethnic background, date of arrival or period of residency in a particular situation.

UNHCR field offices wishing to employ the group methodology must first consult with and receive clearances

7 Refugee status is determined on an individual basis, except where large groups of people are displaced under circumstances indicating that most members of the group could be considered individually as refugees. In such situations, the need to provide protection and assistance is often extremely urgent and it may not be possible, for purely practical reasons, to determine refugee status individually. In these cases, group determination of refugee status is used, whereby each member of the population in question is regarded prima facie ('at first appearance') as a refugee, in the absence of evidence to the contrary.

8 UNHCR Resettlement Handbook, 2011

from UNHCR Headquarters, and await final permission prior to submitting a group proposal to one or more resettlement states. Depending on the resettlement country, group resettlement documentation will serve in lieu of individual RRFs or will replace the refugee claim and resettlement need on abridged RRFs (see Section 2 of the present Chapter).

Case study: Group resettlement of Bhutanese refugees in Nepal

In November 2005, seven countries formed the Core Group on Bhutanese Refugees in Nepal, with the dual objective of providing political support to UNHCR and encouraging the governments of Nepal and Bhutan to work toward a comprehensive solution for the situation of Bhutanese refugees living in a protracted situation in refugee camps (see Chapter III). In November 2007, as a result of the work of the Core Group, UNHCR - in partnership with IOM and with the cooperation of the Nepalese government - launched a large-scale resettlement programme for Bhutanese, mostly Hindu populations of ethnic Nepalese descent.

By December 2012, over 75,000 of the total 108,000 Bhutanese refugees had been resettled to eight resettlement countries: the United States (63,400), Canada (5,296), Australia (3,837), Denmark (724), New Zealand (710), Norway (546), the Netherlands (326) and the United Kingdom (257).[9] These resettlement departures enabled the government of Nepal, together with the support of UNHCR, to reduce the number of refugee camps from seven to two. In this context, group resettlement was used to enable processing of large numbers of refugees and strategically to encourage the Bhutanese and Nepalese governments to improve the protection environment for refugees not considered for resettlement.

1.4. Identification challenges

Identification of resettlement needs is a crucial phase of the resettlement process. Failure to correctly identify refugees in need of resettlement can have dramatic consequences. Resettlement can be life-saving.

A number of key challenges currently exist for resettlement identification. As with identifcation processes for other protection needs, correct identification for resettlement depends on accurate refugee registration data. Refugee registration on interview is a resource-intensive process dependent on ongoing access to refugee populations and careful maintenance of registration data. Remote and urban refugee populations that do not have easy access to UNHCR can present additional challenges for registration and monitoring.

9 IOM, Resettlement of Bhutan Refugees from Nepal Passes 75,000, December 2012

Nonetheless, in large part due to improved resettlement identification processes, the number of refugees identified by UNHCR as being in need of resettlement has substantially grown during the past decade. However, the number of places offered by resettlement countries has not kept pace with this increase. This introduces new challenges for resettlement identification, including prioritising the most needy and vulnerable among those identified for resettlement, establishing a sequence for resettlement submissions and advocating for the allocation of quotas and resources for particular refugee populations.

In protracted refugee situations, identifying individual refugees in need of resettlement can be an especially difficult task. Many refugees have spent years in camps as prima facie refugees without any individual refugee status determination taking place. Most resettlement countries only accept refugees that strictly fit the 1951 Convention definition of a refugee, and not those who have fled generalised violence such as that described in the Organisation of African Unity (OAU) Convention[10] and the Cartagena Declaration in Latin America.[11] UNHCR advocates that governments are more flexible in accepting for resettlement, refugees who do not fall under the 1951 Convention.

2. RESETTLEMENT SUBMISSION

2.1. Resettlement interview and RRF

In cases where a resettlement needs assessment recommends submitting the case for resettlement (see section 1.2 of the present chapter), refugees and their family members are invited to a resettlement interview. This interview is conducted by the UNHCR Resettlement Officer/UNHCR staff member designated as accountable for resettlement, or staff from other organisations[12] deployed to support UNHCR operations. All family members attend interviews, and all adults in the family are interviewed individually.

The purpose of the resettlement interview is to prepare a case for submission to a resettlement country. The interviewing staff member will:

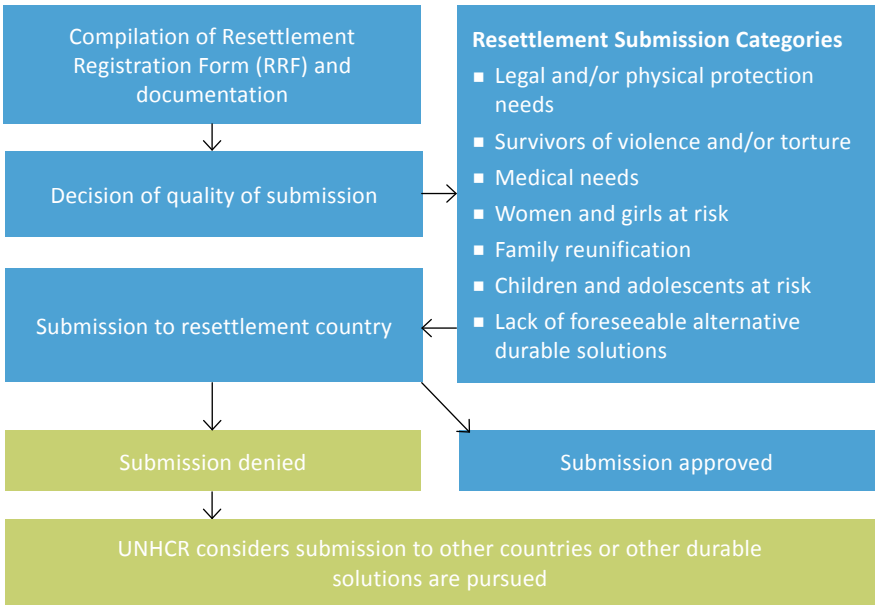
- verify the composition of the family unit, and determine which family

10 Organization of African Unity, 1969 Convention Governing the Specific Aspects of Refugee Problems in Africa

11 1984 Cartagena Declaration on Refugees

12 In 1998, in this context, UNHCR and ICMC established the UNHCR-ICMC Resettlement Deployment Scheme. Through this partnership, ICMC deploys resettlement caseworkers to UNHCR field duty offices to boost UNHCR capacity to identify and refer refugees for resettlement. (for more details, see Chapter II).

Chart B: Resettlement case submission



member is the Principal Applicant for resettlement (PRA);[13]

- record biographical data ('biodata') about the refugee and their family members, and check against registration data held by UNHCR;
- review each Refugee Status Determination completed for the refugee and their family members and/or dependants and clarify any inconsistencies;
- confirm the family's resettlement need, and gather details on any specific or special needs; and
- determine the resettlement submission category.

During the interview biographical data, a summary of the refugee claim and details of the resettlement needs assessment are recorded on the Resettlement Registration Form (RRF). The RRF is the primary tool for presenting the resettlement needs of individual refugees and their family members to resettlement countries.

13 The PRA is generally the same individual who is designated as head of household (HR1) at the time of registration. However, if the resettlement need of another adult member of the family has triggered the submission, then this adult is noted as the PRA for the purposes of resettlement submission. Children are not normally designated as the PRA, even where their resettlement need is the strongest in the family.

By signing the RRF, refugees can give permission for resettlement countries to share information on their specific needs, such as medical conditions, with service providers and/or local authorities.

A single RRF is completed for each resettlement case, meaning that details of all members of a family due to be resettled together are included on one RRF. The RRF is signed by the refugee(s), the UNHCR staff member or deployee from another organisation, and the interpreter (if engaged). For a complete overview of sections of the RRF, please refer to Annex II.

To submit cases identified as in need of resettlement via the group resettlement methodology (see 1.3, above), an 'abridged' RRF is used. Since members of a defined refugee 'group' normally share common refugee claims and needs for resettlement, the abridged RRF does not include details on individual claims and resettlement needs. Use of the abridged RRF (see Annex II) thus considerable reduces processing times. UNHCR has developed standard abridged RRFs that resettlement countries are encouraged to accept in order to harmonise and simplify procedures.

Two global templates for abridged RRFs have been developed to enhance expeditious resettlement processing:

- an abridged RRF template for groups submission that may be used when one or more resettlement countries agree to process a refugee group proposed by UNHCR (see section 1.3 of the present chapter for more details about the group submission methodology);[14] and
- an abridged RRF for individual submission that may be used when refugees share similar refugee claims and/or resettlement needs but were not designated as a group.[15]

2.2. Resettlement priority levels

Throughout the identification, needs assessment and interview processes, UNHCR and its partner agencies will constantly assess the protection situation of the refugee(s) concerned, and the subsequent urgency with which resettlement needs take place. UNHCR resettlement submissions have three possible priority levels:

- Emergency priority - cases where there is an immediate threat to safety, risk of refoulement, urgency of medical condition or other serious or life-threatening factors. Ideally, emergency cases should be

14 Since members of the 'group' normally share common refugee claims and needs for resettlement which are detailed in the Group Profile and Proposal Document submitted by UNHCR, sections 4 (refugee claim), 5 (need for resettlement) and 6 (specific needs assessment) of the RRF are not required.

15 UNHCR, Operational Guidance Note: Preparing Abridged Resettlement Registration Forms (RRFs) for Expedited Resettlement Processing

submitted within 24 hours of identification. UNHCR stipulates an ideal period of seven days between submitting emergency cases for consideration by a resettlement country and the refugee departing. UNHCR field offices are responsible for providing temporary protection measures pending resettlement.

- Urgent priority - cases where serious medical risks or other vulnerabilities require expedited resettlement. UNHCR aims to submit cases classified as 'urgent' to a resettlement country within two weeks of identification, and requires departure to take place within six weeks of submission.
- Normal priority - cases where there are no immediate concerns or factors that would merit expedited resettlement. UNHCR stipulates departures of these cases within 12 months of submission to a resettlement country.

RRFs used in submissions identified as 'emergency' or 'urgent' priority will specify if the need is for an emergency/urgent decision by the resettlement country, an emergency/urgent departure, or both.

In 2012, the majority of cases submitted for resettlement by UNHCR were categorised as normal priority (87.9%), 10.8% as urgent and 1.3% as emergency cases.[16] Many resettlement countries require a direct, face-to-face interview with refugees prior to taking a decision on accepting their submission, and few countries are therefore able to assist those in need of emergency, and in some cases urgent, resettlement. Several European countries can process emergency and urgent cases within very short time limits. Denmark, Finland, Norway and the Netherlands accept emergency and urgent cases on a dossier basis by receiving electronic files directly from UNHCR, strengthening the use of resettlement as a life-saving instrument. Other countries use the Emergency Transit Facilities (See 3.3.2 of this Chapter).

2.3. Selecting a resettlement country

After the decision to submit a case for resettlement, UNHCR selects the resettlement country to which the submission will be presented. Submitting a case for resettlement does not guarantee that it will be accepted by the resettlement country. However, selecting a country that is likely to accept the submission can expedite the entire resettlement process significantly for individual refugees and their families. Some major considerations for UNHCR in selecting a resettlement country are:

16 UNHCR Projected Global Resettlement Needs 2014

- The submission priority of the resettlement case. Some resettlement countries have allocated specific numbers (sub-quotas) of resettlement places for emergency or urgent cases and developed accelerated procedures for their departure.
- Family links of the submitted refugee(s) in resettlement countries.
- Special allocations within resettlement quotas by resettlement countries. Most resettlement countries allocate part or all of their resettlement places to specific refugee populations. Some also allocate quotas for specific submission categories such as women and girls at risk, children and adolescents at risk, and medical cases for example via the Twenty-or-More programme[17].
- Selection criteria and admission priorities of resettlement countries which may affect the likelihood of particular submissions being accepted for resettlement.
- Health requirements of the refugee(s) and their family members and the availability of appropriate treatment in resettlement countries.
- Language ability of the refugee(s) and their family members.
- The refugee's expressed preference for a particular resettlement country (where possible).[18]

17 See Chapter VI for more details
18 UNHCR Resettlement Handbook, 2011

UNHCR field offices are responsible for selecting the resettlement country to which a case will be submitted. UNHCR's Resettlement Service supports this process by providing information on resettlement countries' quota allocations and submission procedures.

2.4. The resettlement submission

A resettlement submission consists of the RRF, any supporting documentation and a covering memo or email from the UNHCR Accountable Officer for resettlement activities[19] authorising the submission.

Depending on the policy of the selected resettlement country, resettlement submissions are routed from field offices through UNHCR's Regional Resettlement Hubs or Regional Offices, through the Processing Unit at UNHCR Headquarters or directly to resettlement countries.

The Processing Unit of the Resettlement Service at UNHCR headquarters coordinates all resettlement submissions on a dossier basis that are designated as emergency or urgent, acting as a central liaison between

19 The UNHCR officer accountable for resettlement activities within the field office is designated by the UNHCR representative/Head of Office and senior staff in charge of protection. In the absence of a designated Resettlement Officer, a member of UNHCR's protection staff is designated as accountable.

the field office, resettlement country and - for rapid coordination of travel - the International Organisation for Migration (IOM).

2.5. Transparency and fraud prevention

All UNHCR staff, irrespective of grade or function, have the responsibility of ensuring that protection activities - including resettlement - are carried out to the highest standards possible. All UNHCR staff are also responsible for preventing fraud and malfeasance in all protection activities, again including resettlement. Overall accountability for resettlement activities within specific countries or regions rests with the UNHCR Representative/Head of Office and the senior protection staff, and the UNHCR Resettlement Officer or designated staff member is accountable for the resettlement activities in each field/regional office. Other staff members with resettlement responsibilities - including those from other organisations deployed to support UNHCR resettlement activities - are provided with terms of reference describing their resettlement responsibilities and local reporting and supervision structures.

UNHCR resettlement operations follow Standard Operating Procedures (SOPs). UNHCR field offices develop SOPs that fit their local operational context using guidance developed by the Resettlement Service[20], and review and update their resettlement SOPs annually using the Baseline Standards Checklist.[21]

SOPs include safeguards against fraud in the resettlement process, including:

- guidance on document recognition;
- document authentication processes;
- maintenance and efficient use of progres as an identification and verification tool;
- clear authorisation and accountability in the resettlement process; and
- oversight and quality assurance, including periodic random checks by staff external to the resettlement process.

Other anti-fraud measures instituted by UNHCR and its partner agencies include counselling refugees on the implications of individual fraud in the resettlement process, and running local public information campaigns on payment, preferential treatment and sexual exploitation as fraudulent and abusive practices in the context of resettlement.

20 UNHCR, Baseline Standard Operating Procedures on Resettlement, 2011
21 UNHCR, Baseline Standards Checklist (annex to Baseline Standard Operating Procedures on Resettlement), 2011

3. SELECTION OF REFUGEES BY RESETTLEMENT COUNTRIES

There is no obligation for states to engage in resettlement. Some countries participate in resettlement through established and regular programmes. They agree to make available a specified number of resettlement places within a defined period, and to consider submissions from UNHCR to fill those places. Other countries may resettle refugees on an ad-hoc basis and/or through special resettlement programmes benefiting refugees with particular needs.

3.1. Selection Criteria

Although all resettlement countries accept UNHCR resettlement submission categories as a basis for their resettlement selection, many also apply individual selection criteria based on factors extra to UNHCR's resettlement submission categories. These can include age, education, religion, health status, foreign language ability, employment experience and skills, networks in the resettlement country and individual motivation for integration in the receiving country.

By assessing these types of factors, resettlement countries hope to determine the cost of resettlement on their social security systems, and how likely refugees will integrate successfully in their country. However, selection criteria based on these notions are often quite opaque and intransparent. For instance, section 8 (4) of the Danish Aliens Act, which provides the legal basis for the Danish resettlement programme, mentions 'motivation' as one of the criteria to be taken into account during selection.[22]

The experiences of service providers have consistently demonstrated that future integration prospects cannot be assessed prior to departure. Integration in the resettlement country is rather facilitated by adequate pre-departure needs assessments, pre-departure orientation measures and information, and planning of services in the resettlement country. Resettlement is a protection mechanism and must focus on those most in need and the use of selection criteria based on integration potential risks excluding refugees on the basis of the very needs and vulnerabilities for which resettlement is designed to provide a solution.[23]

3.2. Selection methods

Resettlement countries consider cases submitted by UNHCR on either

22 See Denmark section in Chapter VI
23 See Chapter VI and VII for more details

a dossier basis - where the decision is based solely on the information contained in the RRF and related documentation - or based on both the RRF and a personal interview carried out by representatives of the resettlement country during a selection mission to the country of asylum.

Many countries in Europe, including, Denmark, Finland, Norway, Sweden and the Netherlands, allocate a specific number of their total resettlement places for dossier submissions, which may include emergency and medical cases and conduct selection missions for the remainder. France and Portugal only accept dossier submissions.[24]

3.2.1. Selection missions

Selection missions usually consist of a delegation of government officials from the resettlement country, often from the Ministry of Interior or Home Affairs, travelling to the country of asylum from which they have planned to resettle refugees. The delegation conducts individual interviews with refugees and their dependants, incorporating a review of the refugee claim and exploring the respective country's individual resettlement selection criteria. Selection missions are organised to select larger groups of refugees for resettlement.

While UNHCR generally prepares the logistical aspects of selection missions, such as finding suitable interview rooms, sourcing interpretation, preparing an interview schedule and informing refugees of interview arrangements, the capacity of UNHCR field offices to support selection missions is often limited. A comprehensive pre-mission questionnaire[25] and pre-mission checklist[26] were developed by UNHCR to assist with the planning and coordination of selection missions, and UNHCR recommends that visiting selection missions rely on their own resources for arranging interview space, transport and equipment, in order to minimise disruption to UNHCR operations in the country concerned.

Many resettlement countries prefer to conduct selection missions, sometimes because the requirement for face-to-face interviews is a legal requirement in a resettlement country, and also because it affords the opportunity to exert control over the selection process. Face-to-face interviews can also enable countries to clarify aspects of the resettlement

24 Belgium accepted dossiers from Shousha and the UK began considering refugees referred for resettlement on a dossier basis in 2011-2012, when 150 Bhutanese refugees from Nepal were accepted in this manner.

25 UNHCR, Pre-Mission Questionnaire for Resettlement Interview Missions http://www.refworld.org/pdfid/49631d782.pdf

26 UNHCR, Pre-Mission Checklist for Resettlement Interview Missions http://www.refworld.org/pdfid/49631d2e2.pdf

submission that were not clear on the RRF or accompanying documentation. In-depth assessments can also assist in planning reception and integration arrangements responsive to the needs of individual refugees.

Despite these advantages, the stressful nature of the interview process and the need - perceived or otherwise - to 'perform' at the interview can adversely affect both the refugee and the subsequent resettlement decision. Selection missions also require significant human and financial resources from both resettlement countries and UNHCR.

3.2.2. Dossier selection

Dossier selection is a flexible selection method, in that it enables consideration of individual refugees, smaller groups and large groups from a wide range of locations across the world. Dossiers are generally less resource-intensive for both the resettlement country and UNHCR, and for refugees it removes the need for multiple interviews. Dossier submissions are also an effective approach for countries starting with resettlement, particularly where a small number of cases are to be considered.

Rejection rates for dossier submissions are often significantly higher than for cases interviewed during selection missions.[27] Although after submission resettlement countries can request information from UNHCR additional to that included on the RRFs, some resettlement countries have stated that missing, insufficient or incorrect information on RRFs frequently results in refusals. Resettlement countries have also expressed concerns that Refugee Status Determination does not always meet national standards, necessitating further examination during a selection mission interview, and often cite security concerns as a further reason for the rejection of dossier submissions.

3.3. Selection challenges

Access to refugee populations is an ongoing challenge for governments wishing to conduct face-to-face interviews with refugees during selection missions. The precarious, changeable and insecure nature of many refugee situations often makes selection missions difficult or impossible to carry out.

From 2012 to the time of writing, access to refugee populations for resettlement processing in the Dadaab refugee camp in eastern Kenya has been complicated by growing insecurity. This situation has led to a substantial decrease in the number of resettlement submissions

27 ICMC, Welcome to Europe, 2009 edition

made by UNHCR from 8,143 refugees in 2010 to 2,170 in 2012.[28] In Ecuador, ongoing conflict and violence causes Colombian refugees in border jungle areas to move around very frequently, sometimes preventing their attendance at pre-arranged selection interviews. In Syria, the civil conflict that began in March 2011 has led to the suspension of major resettlement programmes in that country.

3.3.1. Video-conferencing

Some resettlement countries have begun to explore the potential of new technologies to overcome challenges in selecting refugees for resettlement when access to refugees is complicated or impossible.

Video-conferencing offers the possibility to conduct selection interviews with refugees in inaccessible and/or insecure areas. By removing the need to travel to a specific refugee situation and organise the practical aspects of a selection mission, video-conferencing may also significantly reduce the human and financial resources required for selection interviews.

However, conducting interviews via video-conferencing presents new challenges. Some UNHCR offices do not have the necessary technical equipment or the reliable and secure data connections that are required to ensure that confidentiality is fully maintained. Additionally, for refugees unfamiliar with this type of technology, participating in video-conference interviews could be an intimidating or confusing experience. Video-conferencing is also not an appropriate method for complex or sensitive cases. Adequate preparation of refugees for video-conference interviews is therefore crucial to the successful application of this technology in the resettlement selection process.[29]

The use of videoconferencing by the Dutch government

The possibility of conducting interviews using video-conferencing was discussed at the launch meeting of IOM, UNHCR and ICMC's joint project 'Practical cooperation in EU Resettlement,' held in Timisoara, Romania, in March 2010. Subsequently, a Video Interview Pilot was carried out with refugees in the Emergency Transit Facility (ETF - see 3.3.2, below) in Timisoara. Two observers from the Hungarian government also participated in the pilot.

In June 2009, the Dutch Justice Minister approved the selection of refugees for resettlement from the ETF in Timisoara.

28 UNHCR Projected Global Resettlement Needs 2014

29 Emphasised by UNHCR, and among the recommendations formulated by the Dutch government following the implementation of the video-conferencing pilot project. Dutch Immigration and Naturalisation Service, Video Interview Pilot, February 2011.

In consultation with UNHCR, the Dutch government selected a group of fifteen Eritrean refugees living in Yemen to participate in the pilot to test selection interviews through video-conferencing.

In January 2011, the group was transferred from a detention centre in Yemen to the ETF. Among them, four persons were interviewed by means of video-conferencing, and interviews were recorded for further evaluation. The emphasis of the pilot was on the technical feasibility of the interview rather than the interview technique. Although the total number of interviews was too low to conclude that the use of video-conferencing would be cost effective in the long-term, the technical quality of the interview was widely acknowledged.[30]

Source: Dutch Immigration and Naturalisation Service, Video Interview Pilot, February 2011

Palestinian refugees waiting for resettlement at the Evacuation Transit Centre in Timisoara, Romania/UNHCR/F.Chiu

30 Recommendations for future interviewing by video-conference can be found at: www.resettlement.eu/resource/video-interview-pilot.

3.3.2. Emergency Transit Facilities

The concept of Emergency Transit Facilities (ETFs) was developed in response to the emergency protection needs of refugees. UNHCR, in cooperation with governments in Romania, Slovakia and the Philippines,[31] has opened ETFs in Timisoara (established in 2008) and Humenné (established in 2009), and an Emergency Transit Mechanism (ETM) in Manila (also established in 2009). Together, these facilities have a capacity of 400 places for refugees in need of a safe location while they await resettlement. In June 2012, Slovakia increased its capacity by 50%, and now provides places for 150 refugees.

ETFs offer a secure environment for conducting interviews and medical examinations, as well as for providing cultural orientation and language classes. ETFs are now also used in situations where resettlement countries experience difficulties in accessing refugees, due to security or political reasons in the country of asylum, and so require refugees to be moved for the purpose of further processing.[32] These situations are not emergencies as such, and the use of ETFs in this context marks an expansion of their role within the wider resettlement process.

31 Tripartite agreements establishing ETFs were concluded by UNHCR, IOM and the governments of Romania, Slovakia and the Philippines, respectively.

32 UNHCR Guidance note on Emergency Transit Facilities, 4 May 2011

Cases of individuals or groups that may be considered for evacuation to an ETF include refugees:

- at immediate risk of refoulement or facing other acute, life-threatening situations;
- in detention conditions that warrant resettlement as the most appropriate form of protection;
- whose cases are particularly sensitive or high-profile, and who face imminent or serious protection problems;
- for whom resettlement processing cannot be completed in the host country due to inaccessibility;
- in need of resettlement, and for whom the resettlement country and/or UNHCR requires that their final destination for permanent resettlement not be disclosed to the asylum country;
- in situations where it is more expedient and incurs lower costs to process the cases at the ETF, even if the refugees concerned are not necessarily at immediate risk; and/or
- in other situations as appropriate.[33]

A total of 1,234 refugees have departed to 11 resettlement countries via ETFs and the ETM since the beginning of operations in 2008 and 2009.

Any transfer to an ETF is conditional on a resettlement country agreeing to undertake further resettlement processing for the specific case(s) at the ETF. Although no guarantee of actual acceptance for resettlement is provided at the time of transfer, this condition aims at limiting the risk that a refugee is stranded at the ETF. Evacuated refugees spend a maximum of 6 months at the ETF, although individual exceptions may be made. In most cases, a resettlement country that has agreed in principle to resettle refugees from the ETF will wish to visit the ETF to conduct interviews. If interviews are required, the resettlement country may arrange a mission to the ETF or may interview the refugees using video-conferencing technology. Medical examinations may be required and the resettlement country may arrange cultural orientation and language lessons prior to departure.

ETFs are mostly used by the United States, but European countries such as the Netherlands and the UK also make use of the facilities. In 2009, for example, the UK used the ETF in Romania to select 81 Palestinians ex-Iraq for resettlement, thereby allowing the selection of emergency and urgent resettlement cases which are normally not included in their programme.

33 UNHCR Resettlement Handbook, 2011

3.4. NGO involvement in selection

Participation in the selection of refugees for resettlement is usually limited to representatives of the government of the resettlement country. In both Denmark and Iceland, however, NGOs also participate in the selection process.

In Denmark, the Danish Refugee Council (DRC) participates in selection missions together with the Danish Immigration Service (DIS). A written contract specifies the DRC's role in the process, including activities before, during and after the selection mission.

When a group is identified for resettlement by DIS, DRC and DIS participate in a preparatory meeting to plan the selection mission. On arrival in the country of asylum, the DIS/DRC delegation participates in a briefing given by UNHCR regarding the situation of the refugees in their country of origin and the country of asylum. Before selection interviews are conducted, DIS and DRC run a session for the refugee group that provides general information about the Danish resettlement programme and Danish society.

Selection interviews are facilitated by teams from the Danish delegation composed of both DRC and DIS representatives. After interviews have taken place, the teams discuss their cases and conclude if resettlement to Denmark is appropriate. While the DIS takes all final decisions on selection, the DRC is considered a 'hearing partner', involved in discussions leading up to the final selection decision and exercising oversight and scrutiny of the resettlement selection process.

A summary of the involvement of the Icelandic Red Cross in the resettlement selection process is included in the Iceland country section in Chapter VI.

4. PREPARING REFUGEES TO LEAVE

Resettlement countries that have selected one or more refugees to be resettled are responsible for putting a number of pre-departure arrangements and measures in place. The majority of refugees selected for resettlement in the 'normal' priority category will travel to the resettlement country within six months of the decision to accept them. During the period prior to departure, resettlement countries will also prepare for the refugees' arrival.[34]

34 See Chapter VI for summaries of European resettlement countries' pre-arrival planning processes.

Preparing refugees to depart to their new resettlement country includes a variety of different activities such as arranging travel documentation, providing refugees with pre-departure orientation training and information, pre-embarkation briefings, conducting health assessments and providing travel health assistance.

Each resettlement country sets their own pre-departure requirements and measures, and decides whether to carry out pre-departure activities independently or to outsource some or all of these to organisations most often to IOM or to NGOs.

4.1. Health assessments & travel health assistance

Pre-departure health assessments are conducted to ensure that refugees travel in a safe and dignified manner - that they are fit to travel, receive appropriate health assistance and do not pose a risk, either to other travellers or to the receiving community. Refugee health profiles vary widely according to pre-existing health conditions, experiences of displacement and factors such as access to healthcare in the country of asylum. Pre-departure health assessments are not routinely carried out for all refugees selected for resettlement - they are instead carried out at the request and at the expense of resettlement countries. IOM conducts pre-departure health assessments for many resettlement countries,[35] while others such as the Netherlands and Sweden use their own medical personnel to carry out health checks, usually in conjunction with a selection mission.

Travel health assistance is provided to refugees to travel safely and to avoid in-flight medical emergencies or flight deviations.[36] Refugees in need of travel health assistance are identified during the pre-departure health assessment. In certain situations, travel cannot be delayed even though the person concerned has a significant medical condition, and in these cases a medical escort (for example a physician or nurse) is allocated to an individual or a group of travellers to ensure continuity of care throughout the travel process.

4.2. Pre-departure cultural orientation

Pre-departure cultural orientation (CO) refers to measures and interventions that provide refugees with information about the travel process and the resettlement country prior to their departure. CO programmes are generally designed to prepare refugees for their initial period of

35 See comparative table on pre-departure assistance in Europe below.
36 IOM, IOM Resettlement Services, 2012

CO course for refugees from Shousha to be resettled to Germany/IOM/2012

resettlement, and address both factual information as well as skills and attitudes which facilitate integration prospects. Pre-departure orientation is often designed to address the challenges inherent to the transition to life in a resettlement country, and to manage refugees' expectations of what their 'new life' will consist of.

The majority of European resettlement countries organise some form of pre-departure CO programme, which typically involves refugees attending one or more training or briefing sessions. The content and length of CO programmes and the actors involved in delivering it vary across resettlement countries, but most programmes generally cover the following topics:

- the reception process and role(s) of the receiving agencies;
- basic information about the receiving society's legal framework, systems, and social and cultural norms and expectations;
- typical integration challenges and ways to solve them;
- an introduction to the language of the resettlement country;
- travel arrangements (often discussed in a separate pre-embarkation briefing delivered by IOM).

Cultural Orientation for Refugees due to travel to Norway (NORCO - IOM)

Since 2003, Norway has exclusively used bi-cultural or cross-cultural trainers for the delivery of pre-departure CO. Following a study carried out by the government, municipalities in Norway reported that resettled refugees had more problems integrating than other migrants and therefore needed more information and support about their new community. In consultation with IOM, enhanced CO was developed and is now delivered by bi-cultural trainers.

'As a trainer you need to have a balanced discussion. You cannot give only negative or only positive information….when I interview potential trainers they must be able to describe the differences between Norwegian culture and their own and the challenges that come with the differences.'

[William Paintsil, IOM Norway]

Pre-departure CO is often conceptualised as the first stage of the integration process for resettled refugees,

and some programmes explicitly link the content of pre-departure programmes with reception and integration programmes and services in the resettlement country.

While refugees selected on a dossier basis cannot normally attend a CO programme, some resettlement countries do provide written CO information in these cases, generally in the form of a leaflet or brochure. The Netherlands established an innovative approach to providing CO for dossier cases in cooperation with IOM. The Netherlands Cultural Orientation programme for dossier cases (NLCO), implemented since January 2010, aims to provide refugees selected on a dossier basis with factual information about the Netherlands that creates realistic expectations of their 'new life' there. In a new phase of the project, NLCO II, the CO programme has been extended to 4 days. A key element of the programme is the website www.nlco.iom.int which provides an updated curriculum and training materials, and is accessible as a remote tool for all IOM trainers involved in the project.

It is not clear to what extent or to what level of detail resettled refugees understand or retain information that they receive prior to departure. Findings from the 2008 EU-funded MOST project ('Modelling of Orientation, Services and Training related to the Resettlement and Reception of Refugees'), led by the Ministry of Labour in Finland, suggest that activities undertaken in the pre-departure period do influence later stages of the resettlement process in the resettlement country.[37] However, the consultation also found that stress experienced by individual refugees during the pre-departure period caused them to be less receptive to complex information.

4.3. Movement assistance

To travel from the country of asylum to the resettlement country, resettled refugees must first obtain travel documents. The provision of travel documents (laissez-passer, ICRC travel document or transfer forms, depending on the country) is usually facilitated by the resettlement country through embassies and consulates in the country of asylum. Depending on the country in which refugees are staying in and/or transiting, exit permits and transit visas may also be required.

At major airports, transit assistance is normally provided to ensure that refugees catch the correct connecting flights. Transit staff also assist passengers and notify receiving authorities where flights are delayed or changed. Arranging travel for resettled refugees

37 MOST project, Pre-departure Orientation for Resettled Refugees: a Guide, 2008

and other vulnerable persons is part of IOM's constitutional mandate, and IOM generally makes all arrangements for travel to European resettlement countries. IOM has a worldwide network of movement operations staff to facilitate this process.

Many refugees will not previously have travelled on an aeroplane or on an international flight, and IOM provides pre-embarkation briefings - at the request of resettlement countries - in order to prepare them for the journey. To verify that refugees are fit to travel and that appropriate pre-departure treatment for identified diseases has been administered, Pre-Embarkation Checks (PECs) and Fit for Travel assessments are carried out 24 to 72 hours prior to departure. These are carried out by IOM physicians and nurses in clinics and transit centres, by mobile health teams or in collaboration with field partners. In some cases, travel will be postponed for refugees with specific health conditions (deteriorating pre-existing conditions or new/previously undetected conditions) or injuries that render them unfit to travel.

In some locations, the prevalence of diseases such as malaria and intestinal parasites can necessitate pre-departure treatment for all departing refugees. In these cases, treatment is documented and individual treatment records travel with refugees to the resettlement country.

39 Only medical escorts.
40 FINCO has been carried out by IOM since 2004, with over 3000 Finland-bound refugees receiving cultural orientation under the programme. A brief interruption of CO took place during 2011-2012, when the programme did not operate. IOM is currently developing a new FINCO programme at the request of the Finnish Immigration Service (MIGRI), anticipated to be in place as of late 2013.
41 Services currently under discussion with IOM.
42 Pre-departure CO was previously carried out at the end of each selection mission, followed by a 6-week post-arrival CO in Ireland. No pre-departure CO has been carried out since the last selection mission, which took place in 2009. Post-arrival CO is provided by local authorities and the Office for the Promotion of Migrant Integration (OPMI) in the Department for Justice and Equality.
43 Serviço de Estrangeiros e Fronteiras

COUNTRY	TRAVEL	HEALTH CHECKS	CO	AVERAGE DURATION OF CO
Belgium	IOM	IOM	Fedasil in cooperation with IOM	3 days in total - 2 days by Fedasil, and 1 day by IOM
Czech Republic	IOM	IOM	NGO Burma Centre Prague	Pilot project of a 2.5 day CO programme implemented in 2012. Future content of the CO programme is under discussion.
Denmark	IOM	IOM	Danish Immigration Service. Both DRC and municipalities can participate	1 week
Finland	IOM	IOM[37]	IOM[38]	3 days, including pre-embarkation training for quota refugees aged 15+. Post-arrival CO given for special cases, and information seminars for municipalities/receiving communities.
France	IOM	IOM	Pre-departure leaflet - Forum Réfugiés-Cosi	No pre-departure CO. Leaflet created by Forum Réfugiés-Cosi but not received by refugees in many cases.
Germany	IOM	IOM	NGOs (Diakonie or others) / IOM	4-5 day course. New curriculum currently under development, supported by IOM.
Ireland	IOM	IOM	-	No pre-departure CO at the time of writing. [40]
Netherlands	IOM	Government & IOM	Government for interviewed refugees and IOM for dossier cases	- 9 days - government course for interviewed refugees (adults and children over 11). - IOM course of 1 (basic) to 4 (extended) days for dossier cases.
Norway	IOM	IOM	IOM	10 hours (2 days) for children; 20 hours (4 days) for adults; 5 days if trs only
Portugal	SEF[41]	-	NGO Portuguese Refugee Council (CPR)	CO leaflet prepared by CPR is usually handed out via UNHCR before departure
Spain	IOM	IOM	Government	2-hour pre-departure information
Sweden	IOM	IOM	Government & municipalities	9-10 hours of information, discussions, film viewing etc Both children and adults may attend.
UK	IOM	IOM	Government & IOM	IOM provides a 5-hour pre-embarkation and CO briefing in selected locations only

Source: IOM Resettlement Coordinators in Europe & national governments

Chapter V - Resettlement in Europe: Rising Slowly but Surely

© German ambassador to Germany,Jen Plötner, with refugee family leaving for Tunesia at Djerba airport/IOM Tunis/2012

This chapter gives an overview of the way resettlement is taking place in Europe both at the policy level and in practice, looking at the evolution of the European resettlement policy, planning for the future and making the case for why Europe should resettle more.

1. MORE COUNTRIES, SMALL NUMBERS

Resettlement is deeply grounded in Europe's long-standing humanitarian tradition of protecting refugees and showing solidarity with developing countries that host the majority - currently more than 80% - of them.[1]

European resettlement began during the 1950s, following mass movements of refugees and migrants both during and after the Second World War and the adoption of the 1951 Refugee Convention. Europe has since offered resettlement to many thousands of refugees, including Hungarians fleeing following the 1956 revolution, Vietnamese 'boat people' escaping the Vietnam War and its aftermath in the late 1970s and 1980s, and those fleeing conflict and the break-up of the former Yugoslavia in the 1990s.

The first of Europe's national resettlement quota programmes were developed in cooperation with UNHCR during the 1970s by the Nordic countries and the Netherlands. They established numerical targets for the number of refugees to be resettled during a single year or other specified period.

These annual quota programmes still form the backbone of contemporary European resettlement. European countries have also responded to refugee crises through ad-hoc resettlement, humanitarian admission programmes[2] and Protected Entry Procedures (PEPs). The two latter share many characteristics with resettlement and leave an important legacy of relevant knowledge and expertise.

More than half a century has passed since the first European resettlement programme was established, and the number of European countries that engage in resettlement has since grown considerably. In 2013, 13 Member States - Belgium, the Czech Republic, Denmark, Finland, France, Germany, Ireland, the Netherlands, Portugal, Romania, Spain, Sweden and the UK - implement annual refugee

1 UNHCR Global Trends 2012

2 'Humanitarian admission' is the process by which countries admit groups from vulnerable refugee populations in third countries onto their territory, so as to provide temporary protection on humanitarian grounds. Beneficiaries of humanitarian admission are granted short-term residence in receiving countries, with the expectation that their ongoing need for protection will be reviewed in the future. Humanitarian admission is generally used for an identified refugee population in an extremely insecure or vulnerable situation, but where there is some expectation that return may be possible within a relatively short period.

resettlement programmes, nearly all with annual quotas.[3] Outside the EU, Norway and Iceland also implement annual resettlement quota programmes and - at the time of writing - new programmes are being developed by countries such as Bulgaria and Switzerland.

A picture of growing European solidarity: 15 European resettlement countries by 2013

Many European countries estalished formal resettlement programmes in partnership with UNHCR during the latter part of the 20th century, from the 1970s onwards:

COUNTRY	START OF THE ANNUAL QUOTA	2013 QUOTA (PERSONS)
SE	1950	1,900
DK	1979	500
NL	1984	500
FI	1985	750
NO	1980s	1,200
IS	1996	Rev.
IE	1998	200

European resettlement has expanded considerably since the turn of the century, with 10 further Member States establishing programmes, many with relatively small numbers:

COUNTRY	START OF THE ANNUAL QUOTA	2013 QUOTA (PERSONS)
UK	2004	750
PT	2007	30
FR	2008	100 cases
RO	2008	40
CZ	2008	40
ES	2011-12	100
DE	2012	300
BE	2013	100
HU	2013	10
BG	2014	n/a

Several European countries - Denmark, the Netherlands, Spain, Austria and Italy - have Protected Entry Procedures (PEPs) in place. PEPs enable non-nationals to approach these countries outside of their territory with a claim for asylum or other form of international protection, and to be granted an entry permit in cases of a positive response to the claim.[4] Many European countries, namely the UK, France, Germany, Austria and Italy have received beneficiaries of international protection as part of Humanitarian Evacuation Programmes (HEPs).

More recently, 16 European countries - Bulgaria, Denmark, France, Germany,

3 There is currently no permanent annual resettlement quota in the Czech Republic, although the government considers resettlement to be an established national activity.

4 Noll, G., Study on the feasibility of processing asylum claims outside the EU against the background of the Common European asylum system and the goal of a common asylum procedure, 2002

Hungary, Ireland, Lithuania, Latvia, the Netherlands, Poland, Portugal, Romania, Slovenia, Spain, Slovakia and the UK - have become involved in another type of solidarity mechanism known as 'intra-EU relocation': (hereafter referred to as 'relocation').

Some EU countries have never been involved in any of these activities.

2. LOOKING TO THE FUTURE - RESPONDING TO INCREASING NEEDS

The total number of individuals that European countries[5] have committed to resettle in 2013 is approximately 5,500. During 2012, Europe received 5,796 refugees[6] who arrived with UNHCR assistance. During the same period, the United States resettled 50,097 refugees, Australia 9,988 refugees and Canada 6,226 refugees.

Despite the fact that an increasing number of Member States have participated in resettlement in recent years, Europe's contribution to global resettlement has remained approximately the same - 7.9% of the total number of refugees resettled in 2007 and 8.3% in 2012. So while Europe has created more resettlement places, the rate of their creation has not kept pace with that of other resettlement countries in the world.

Globally, the number of people currently in situations of forced displacement has reached 45.2 million, the highest figure recorded by UNHCR for 14 years. 10.5 million[7] of these are refugees,[8] of whom UNHCR reports resettlement to be the only solution for 700,000 (not including the potential resettlement needs of the large numbers of refugees fleeing the current crisis in the Syrian Arab Republic).

The global total of 86,000 resettlement places provided by resettlement countries around the world thus provides for just 12.5% of global resettlement needs. A vastly improved European resettlement offer is thus more necessary than ever.

In March 2013, in view of the acute and growing protection needs of refugees from Syria, Germany announced that it would implement a pilot humanitarian admissions programme (HAP) to admit 5,000 Syrian refugees primarily from Lebanon into Germany. Refugees will receive a residence permit with an initial validity of two years, with

5 EU Member States and European Economic Area (EEA) countries

6 CZ (25), DE(307), DK(500), ES (80), FI (689), FR(8), IE(49), IS (9), NL(236), NO(1,300), PT(23), SE(1,728) and UK (752)

7 This figure does not include the 4.9 million Palestinian refugees under the mandate of the United Nations Relief and Works Agency for Palestinian Refugees (UNRWA)

8 UNHCR Global Trends 2012

the possibility of renewal if the conflict in Syria persists. In addition to the HAP pilot, UNHCR is preparing a humanitarian admission scheme to admit 10,000 Syrian refugees - initially from Lebanon, but possibly also from Jordan, Turkey, Iraq, and Egypt - to third countries.

UNHCR is simultaneously developing an enhanced resettlement strategy for Syrian refugees from the region, initially aiming to evacuate 2,000 particularly vulnerable cases, such as those with immediate and serious medical needs and disabled persons, during 2013. UNHCR will continue to assess the longer term need for more extensive resettlement actions and the scope of these actions. To date, the response of European resettlement countries to the Syrian crisis has been lukewarm - those that have offered places for refugees ex-Syria have done so only within their current quotas and without creating any new resettlement places. Main refugee situations are detailed in Chapter III.

3. RESETTLEMENT AND THE EUROPEAN ASYLUM SYSTEM

Toward the turn of the millennium, the EU began to reflect on including resettlement policies within the external dimension of its asylum policy. The 1999 Tampere Conference asserted the political direction for developing the EU as an 'Area of Freedom, Security and Justice', and produced Member State agreement on the development of a Common European Asylum System (CEAS).[9] Asylum and migration were included as key elements in the external relations of the EU, and resettlement conceived of as an organised mechanism by which refugees could enter the EU without resort to traffickers or precarious and dangerous journeys.

In 2000, the European Commission commissioned the Migration Policy Institute (MPI) to carry out a feasibility study to 'explore methods of increasing the orderly arrival into the EU of persons in need of international protection, notably through the establishment of resettlement schemes'.[10] Published in 2003, the MPI study concluded that 'there could be political will to establish an EU-wide resettlement programme'.[11]

9 European Council Presidency Conclusions, Tampere, 15-16 October 1999

10 European Commission, Communication from the Commission to the Council and the European Parliament Towards a common asylum procedure and a uniform status, valid throughout the Union, for persons granted asylum, November 2000

11 'For Member States that did not conduct resettlement at that time, some were willing to consider the establishment of a resettlement programme, although a certain confusion between resettlement and return was noticed among state officials.' Migration Policy Institute, Study on the feasibility of setting up resettlement schemes in EU Member States or at EU level against the background of the Common European Asylum System and the goal of a Common Asylum Procedure, 2003.

In 2004, the Commission issued a Communication on durable solutions[12] that explored 'all parameters in order to ensure more orderly and managed entry in the EU of persons in need of international protection'.[13] The Communication proposed a 'situation-specific' EU resettlement scheme, in which the participation of Member States would be 'flexible' (although the term 'voluntary' was not present in the text in this regard).

Although the Communication envisaged that the European Commission would submit a proposal for an EU resettlement scheme to the Council by July 2005, a lack of political impetus from Member States delayed delivery of the proposal until the Swedish EU Presidency in September 2009. In the intervening period, resettlement was introduced as one component within EU Regional Protection Programmes (RPPs) which Member States could implement on a voluntary basis.[14] A discussion of RPPs and European funding for resettlement follows in the sections below.

4. REGIONAL PROTECTION PROGRAMMES (RPPS) AND RESETTLEMENT

The 2005 'Communication from the Commission to the Council and the European Parliament on Regional Protection Programmes' created Regional Protection Programmes (RPPs). RPPs are international protection instruments that aim to improve refugee protection in target regions through the provision of durable solutions. Voluntary repatriation and local integration are the primary durable solutions considered within RPPs, with resettlement to a third country considered when neither of these is feasible.[15]

There is no specific financial instrument dedicated to RPPs, which are instead mainly funded under the Thematic Programme 'Cooperation with Third Countries in the areas of Migration and Asylum', within the development budget of the European Commission.[16] For the period 2011-2013, 20-30 per cent of the 'thematic priorities'

12 European Commission Communication from the Commission to the Council and the European Parliament on the Managed Entry in the EU of persons in need of international protection and the enhancement of the protection capacity of the regions of origin 'improving access to durable solutions', 4 June 2004
13 First objective Conclusion 26, ibid.
14 European Commission, Communication from the Commission to the Council and the European Parliament on Regional Protection Programmes, 1 September 2005, COM(2005) 388 final

15 See Chapter I for more information on durable solutions.
16 Thematic Programme 'Cooperation with Third Countries in the areas of Migration and Asylum' - 2011-2013 Multi-Annual Strategy Paper. Some RPP projects were also funded through the following EU instruments: AENEAS 5 - financial and technical assistance to third countries in the field of migration and asylum;TACIS Programme 2000-2006 - aimed at promoting the transition to a market economy and reinforcing democracy and the rule of law in the partner states in Eastern Europe and Central Asia; andthe European Development Fund.

financial envelope[17] is allocated to the implementation of RPPs. The RPP resettlement component is stimulated by the European Refugee Fund (ERF), which lists resettlement activities for 'persons from a country or region designated for the implementation of an RPP' as a category for which Member States can receive financial support (see 6.2, below).[18]

A 2009 external evaluation assessed both the general concept of the RPPs and the two pilot RPPs targeted at Eastern Europe (WNIS) and in the Great Lakes Region (Tanzania). The study concluded that a very small number of refugees had been resettled in Member States within the framework of RPPs, that RPPs had suffered through a lack of coordination between EU Directorate Generals[19] and that the concept of RPPs was generally not visible or well understood in the beneficiary countries.[20]

Under the proposed Multiannual Financial Framework (MFF) 2014-20, funding for RPP programmes and their resettlement component will be maintained (AMF - see 8.1, below).[21] The fact that a country resettles from a RPP region does not necessarily mean that resettlement is carried out in the framework of an RPP.

Five RPPs have been implemented since 2004, all of which are still ongoing at the time of writing. Resettlement accounted for a relatively small part of the durable solutions provided to refugees in these contexts, as detailed below.

4.1. RPP in Tanzania and the Great Lakes Region (2004-present)

Implemented by UNHCR, the RPP in Tanzania and the Great Lakes Region mainly focuses on local integration through naturalisation and voluntary repatriation.[22] During 2004-8, 434 refugees were resettled under the RPP to seven EU Member States (Belgium, Denmark, Finland, Ireland, the Netherlands, Sweden and the UK). The majority of these (61%) were resettled to the Netherlands. The

17 Thematic Programme 'Cooperation with Third Countries in the areas of Migration and Asylum' - 2011-2013 Multi-Annual Strategy Paper. The indicative budget for 2011-2013 for the Thematic Programme for cooperation with third countries in the areas of migration and asylum is 179 million. 53 million is allocated to 'targeted thematic priorities'.

18 Decision No 573/2007/EC of the European Parliament and of the Council of 23 May 2007 establishing the European Refugee Fund for the period 2008 to 2013 (called: ERF III) as part of the General programme Solidarity and Management of Migration Flows and repealing Council Decision 2004/904/EC, hereafter referred to as the 'ERF III Decision'

19 DG Development and Cooperation (EuropeAid), DG Humanitarian Aid and Civil Protection (ECHO) and European External Action Service (EEAS)

20 European Commission, Evaluation of Pilot Regional Protection Programmes, 2009

21 See article 7, 17, 21 of the Proposal for a regulation of the European Parliament and the Council establishing the Asylum and Migration Fund, 15 November 2011 (hereafter referred to as the AMF draft regulation)

22 Since 2002, UNHCR has assisted in the voluntary repatriation and local integration of 417,000 Burundian refugees.

contribution of EU Member States in this context compares to 12,471 refugees from Tanzania resettled to the US, Canada and Australia during the same period.[23] Within the joint EU resettlement programme for 2013, Belgium has pledged to resettle 40 Burundian refugees from this RPP region.

4.2. RPP in the Western Newly Independent States (WNIS) (2009-present)

Begun in 2009, the RPP project in the WNIS states supports three countries at the eastern border of the EU - Belarus, Moldova and Ukraine[24] - to implement their protection obligations under the 1951 Refugee Convention. Most projects in the WNIS RPP are implemented by international and local NGOs, and focus on activities to improve the general protection situation for refugees and asylum seekers in the three countries.

204 refugees were resettled from WNIS during 2004-8. Similarly to the Tanzania and Great Lakes RPP, receiving Member States include Belgium, Denmark, Finland, Ireland, the Netherlands, Sweden and the UK. Sweden resettled the majority (79%) of the refugees resettled during this period.[25]

4.3. RPP in the Horn of Africa (2011-present)

The RPP in the Horn of Africa (involving Djibouti, Kenya and Yemen) began in September 2011. It aims to strengthen protection and enhance assistance for refugees and asylum seekers in the region, as well as providing border security and protection against trafficking.[26] The resettlement process in Dadaab refugee camp in Kenya has been complicated by growing insecurity in the camps and subsequent difficulties in accessing the populations living there.

4.4. RPP in eastern North Africa (2011-present)

Established in December 2011 and implemented in partnership with UNHCR, the RPP in eastern North Africa focuses on Egypt, Tunisia and Libya. The programme includes a resettlement component inserted at the request of the European Commission.

Eight Member States - Denmark, Finland, Germany, Ireland, the Netherlands, Portugal, Spain and Sweden - agreed to resettle from Shousha camp in Tunisia, which falls

23 European Commission, Evaluation of Pilot Regional Protection Programmes, 2009

24 Belarus and Moldova acceded to the 1951 UN Convention Relating to the Status of Refugees in 2001, followed by Ukraine in 2002. All three countries thus formally committed to protecting refugees.

25 European Commission, Evaluation of Pilot Regional Protection Programmes, 2009

26 Council Conclusions on the Horn of Africa, 14 November 2011

under the North Africa RPP region, from within their existing resettlement quotas, and Belgium resettled 25 refugees from Shousha as part of an ad-hoc resttlement initiative. At March 2013, of the total of 3,733 refugees from Shousha (Tunisia) and Salloum (Egypt) camps accepted for resettlement, 802 refugees have been resettled to Member States.[27]

4.5. RPP in the Middle East

In 2012, the JHA Council approved the Commission's proposal to establish an RPP in response to the Syrian crisis. Due to be finalised by the end of 2013, the aim of the RPP will be to support Jordan and Lebanon to develop sustainable capacities to respond to the crisis in the medium and longer term. The RPP will focus on promoting local integration, and is also expected to have a resettlement component.

5. THE EUROPEAN REFUGEE FUND (ERF) - A TOOL TO INCREASE RESETTLEMENT IN THE EU

State participation in resettlement is voluntary. To promote resettlement in Europe, the European Commission has introduced a system of funding and financial incentives for states' resettlement activities under the European Refugee Fund (ERF) 2008-2013.[28] Indeed, funding remains the main mechanism through which the EU promotes that more Member States engage in resettlement, and encourages existing resettlement countries to increase their quotas. ERF funding has also become a vital tool for developing a European policy framework for resettlement.

5.1. ERF funding for resettlement

Virtually all types of Member State activities related to resettlement can be financed under the ERF, including those taking place both pre-departure in countries of asylum and after arrival in Europe. For the purposes of the ERF, the European Commission defines resettlement as:

'The process whereby, on a request from UNHCR based on a person's need for international protection, third-country nationals or stateless persons are transferred from a third country to a Member State where they are permitted to reside with refugee status (within the meaning of Article 2(d) of the European Union 'Qualification

27 Belgium, Denmark, Finland, Germany, Ireland, the Netherlands, Portugal, Spain, Sweden

28 The ERF III, established by Decision No 573/2007/EC. The ERF is part of the general programme Solidarity and Management of Migration of Migration Flows .

Directive' 2004/83/EC[29]) or a status which offers the same rights and benefits under national and Community law as refugee status.'[30]

The definition stipulates two clear conditions which must be satisfied before an action can be considered as 'resettlement' and therefore eligible for ERF financing:

- Eligibility assessment by UNHCR - only actions undertaken by Member States for the resettlement of persons who have been identified as eligible for resettlement by UNHCR (according to the criteria set out in the UNHCR Resettlement Handbook) can be financed under the ERF.
- Status of resettled persons on arrival - Member States must grant persons resettled on their territory either refugee status or an equivalent status offering the same rights and benefits, so as to guarantee effectiveness and the durability of the protection solution.

Additionally, ERF requires that refugees must be resettled within the calendar year of the respective annual ERF programme. The European Commission uses a number of different methods to monitor fulfilment of these conditions, including Member State reports, requests for Member States to provide additional information and unannounced 'spot-checks'.

ERF funding for resettlement[31] is allocated through three channels:

1) National programmes - the major part of ERF resettlement funds are allocated to national programmes (where Member States include refugee resettlement in national ERF programmes).[32] An ERF contribution in this context normally cannot exceed 50% of the total costs of the specific action.[33]
2) Lump sum per resettled refugee - the ERF provides Member States with a lump sum amount of €4,000 for each resettled refugee falling into one of the following categories:
   - persons from a country or region designated for the implementation of a Regional Protection Programme (RPP);
   - unaccompanied minors;
   - children and women at risk, particularly from psychological, physical or sexual violence, or exploitation; or

29 The recast (Directive 2011/95/EC) of the qualification directive has enhanced the rights of beneficiaries of subsidiary protection.
30 Article 3(1)(d), ERF III Decision
31 ERF III Decision. The ERF III has supported actions in Member States relating to the resettlement of persons 'resettled or being resettled'.
32 Article 3(5), ERF III Decision
33 The ERF contribution may be increased to 75% for projects that address specific priorities identified in the strategic guidelines adopted by the European Commission in relation to multiannual programming. Strategic guidelines for 2008-2013 can be found on the ERF website. As far as resettlement is concerned, 'actions relating to the resettlement of persons from a country or region designated for the implementation of a Regional Protection Programme' is a specific priority.

- persons with serious medical needs that can only be addressed through resettlement.[34]

In order to receive the lump sum payments, Member States must communicate in advance to the European Commission how many refugees they plan to receive under the above categories for the coming year. This mechanism is known as the annual 'pledging exercise', and normally takes place in May of each year.[35]

3) ERF Community Actions - amounting to 4% of available ERF resources and managed centrally by the European Commission, this element of the ERF is designed to promote practical cooperation in resettlement between actors in two or more EU Member States.[36]

The ERF 2008-13, also known as ERF III, has been widely used to support Member States such as the Czech Republic and Romania to initiate or pilot new national resettlement programmes or to expand and/or improve national programmes (the Netherlands, Sweden and the UK). The country sections in chapter VI highlight examples of how ERF funding has been used to support initiatives to improve national resettlement programmes, including:

- piloting the selection of refugees for resettlement via video interviewing;
- developing new approaches to pre-departure cultural orientation, including specific measures for dossier cases;
- adapting reception arrangements, for example by receiving resettled refugees directly into municipalities rather than reception centres; and
- promoting targeted integration support programmes for resettled refugees involving NGO counselling, volunteering, translation, national networking, language learning, employment support and housing arrangements.

5.2. Use of ERF funding - challenges

While existing resettlement has thus been improved via ERF III funding, civil society partners have highlighted a number of constraints in its operation. These include delays in the distribution of funds to NGOs by national governments, and difficulties in administering initiatives in which ERF beneficiaries must be separated from other groups using the same services.

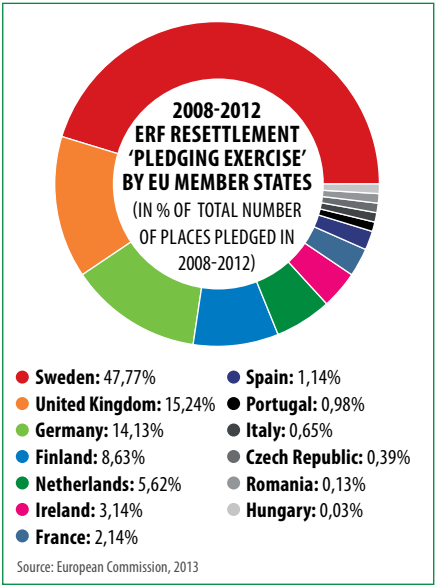
One can question how far the additional ERF III objective of increasing the number of refugees resettled to Member States has been achieved. More than 75% of the 15,292 resettlement places pledged under ERF III

34 Article 13 (3), ERF III Decision

35 By 1 May each year, Member States provide the Commission with an estimate of the number of persons from the above categories that they will resettle during the following year. Article 13(6), ERF III Decision.

36 European Commission European Refugee Fund 2008-13 - Community Actions Work Programme for 2012

for the period 2008-12 were offered by countries already engaged in resettlement.



Sweden, for example, requested funding for the resettlement of 8,955 persons, accounting for almost 50% of the places pledged by Member States during this period. Despite this, the ERF III has enabled new and - in the European context - extremely important countries such as Germany to engage in regular resettlement. The chart above provides an overview of the number of resettlement places pledged by Member States during 2008-12.

6. EU POLICIES TO COORDINATE JOINT ACTION AND RESPOND TO URGENT AND PROTRACTED REFUGEE SITUATIONS

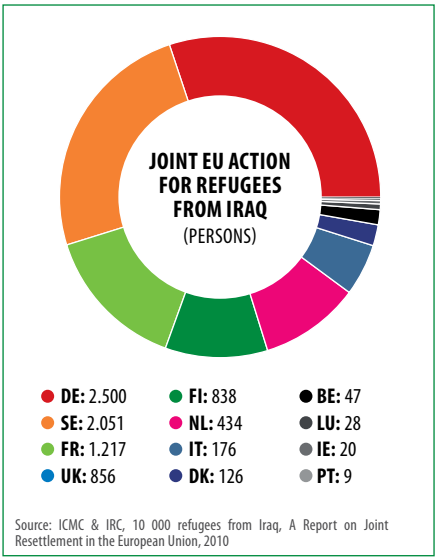
In order to strengthen and give meaning to the external dimension of the Common European Asylum System (CEAS), and to link resettlement to EU external and development action, the EU has on several occasions called for joint European responses to refugee displacement and protection needs. Additionally, within the ERF funding mechanism, the European Commission has prioritised the resettlement of particular categories of refugees, and offers incentives to Member States so as to facilitate coordinated EU resettlement efforts and stimulate resettlement from RPP regions.

6.1. 2008 Joint EU Action for refugees from Iraq

The most significant example of a joint EU response to a refugee crisis is the 2008 joint action for the resettlement of 10,000 refugees from Iraq. The action followed directly from the landmark Justice and Home Affairs Council Conclusions calling on Member States to resettle 10,000 refugees from Iraq.[37]

37 European Union Council, Council Conclusions on the reception of Iraqi refugees, 2987th Justice and Home Affairs Council meeting, Brussels, 27-28 November 2008

In 2009 alone, twelve Member States responded to this call by offering resettlement places for 5,100 refugees, bringing the total number of refugees resettled to Europe from Iraq since 2007 to 8,400.[38] Thus while only six of the then twenty-seven Member States were involved in resettlement activities in 2007, by 2009 this number had doubled. As illustrated in the chart below, this included both Member States with established annual resettlement programmes - Denmark, Finland, France,[39] Ireland, the Netherlands, Portugal, Sweden and the UK - and those providing ad-hoc quotas specifically for Iraqi refugees, namely Belgium, France,[40] Germany, Italy and Luxembourg. The largest single contribution was made by Germany, which received 2,501 Iraqi refugees.



Source: ICMC & IRC, 10 000 refugees from Iraq, A Report on Joint Resettlement in the European Union, 2010

This action demonstrated for the first time that a coordinated European resettlement effort could be productive in terms of engaging Member States that had not yet participated in resettlement. The joint response also led directly to European countries offering resettlement not only to Iraqi nationals but also to 1,285 Palestinians living in dire humanitarian conditions in Al-Tanf refugee camp on the Iraq-Syria border, permitting its closure in February 2010.[41]

6.2. The Joint EU Resettlement Programme

Inspired by the success of the joint action to resettle Iraqi refugees, in 2009 the European Commission published the 'Communication on the establishment of a Joint EU Resettlement Programme'.[42] The programme proposed in the Communication formulated the Commission's aspirations for Europe to play a more substantial and strategically coordinated role in global resettlement, with three specific goals:

38 ICMC & IRC, 10 000 refugees from Iraq, A Report on Joint Resettlement in the European Union, 2010
39 France selected Iraqi refugees under two separate programmes - its annual resettlement quota and the 2-year 'Irak 500' national ad-hoc resettlement programme.
40 Ibid.
41 ICMC & IRC, 10 000 refugees from Iraq, A Report on Joint Resettlement in the European Union, 2010
42 European Commission, Communication from the Commission to the European Parliament and the Council on the Establishment of a Joint EU Resettlement Programme, September 2009

- increasing the humanitarian impact of the EU by ensuring that it gives greater and better targeted support to the international protection of refugees through resettlement;
- enhancing the strategic use of resettlement by promoting joint priorities to guide Member State resettlement activities; and
- better streamlining the EU's resettlement efforts so as to ensure the benefits are delivered in the most cost-effective manner possible.[43]

Together with the Communication, the European Commission issued a proposal to amend the ERF.[44] The proposed amendment introduced a system of financial support linked to common, annually set EU resettlement priorities designed to maximise the strategic impact of resettlement through better targeting of those in greatest need.[45]

Although rich in aspiration, the proposed joint programme maintained that Member State engagement in resettlement is entirely voluntary, did not propose or set numerical targets for a European resettlement quota and did not include operational mechanisms to coordinate Member State resettlement efforts. In real terms, the programme thus constituted a political framework and an amendment to the resettlement funding rules in the ERF Decision.

The proposal to set annual common EU resettlement priorities led to a disagreement between the European Commission, the Council of the European Union and the European Parliament concerning the procedure by which the priorities would be established.[46] In March 2012, after more than two years of negotiations between the Commission, the Parliament (led by LIBE[47] MEP Rapporteur Rui Tavares) and the Council, a compromise text[48] was adopted that amended the Council ERF Decision,[49] establishing common EU resettlement priorities for 2013 and setting new rules for the financial support that Member States would receive for resettlement activities via the ERF.

Under the Joint EU Resettlement Programme changes to the ERF

43 European Commission Communication from the Commission to the European Parliament and the Council on the Establishment of a Joint EU Resettlement Programme, September 2009

44 European Commission Proposal for a Decision of the European Parliament and of the Council of amending Decision No 573/2007/EC establishing the European Refugee Fund for the period 2008 to 2013 as part of the General programme 'Solidarity and Management of Migration Flows' and repealing Council Decision 2004/904/EC, COM(2009) 447 final

45 Amendments to Article 13 of the ERF Decision

46 The Lisbon Treaty of 1 December 2009 introduced 'delegated acts', a procedure that permits the Commission to adopt measures to amend or supplement certain elements of legislation. Initially, the European Parliament considered that the setting of common EU priorities for resettlement was not an action that could be delegated to the Commission, but rather a matter in which the European Parliament has the right of co-decision. The European Parliament finally agreed that resettlement priorities would be adopted by delegated acts.

47 Committee on Civil Liberties, Justice and Home Affairs

48 European Parliament and European Council, Decision No 281/2012/EU by the Parliament and the Council on Amending Decision No 573/2007/EC Establishing the European Refugee Fund for the period 2008 to 2013, 29 March 2012

49 ERF III Decision

provisions, resettlement countries continue to receive a fixed amount of €4,000 for each person resettled from within specific 'vulnerable' groups and from Regional Protection Programme (RPP) regions.[50] The 'vulnerable groups' were expanded from those listed under Article 13(3) of the 2007 ERF Council Decision,[51] to include 'survivors of violence and torture' and 'persons in need of emergency and urgent resettlement for legal and/or physical protection needs'.[52]

- **Persons from a country or region designated for the implementation of an RPP:** 1420
- **Women and children at risk:** 577
- **Persons in need of emergency or urgent resettlement for legal or physical protection needs:** 350
- **Persons having serious medical needs that can only be addressed through resettlement:** 171
- **Survivors of violence and torture:** 160
- **Unaccompanied minors:** 43

Source: European Commission statistics, 2013

Countries resettling refugees matching any of the following common EU priorities in 2013 also receive the lump sum of €4,000 per person: [53]

- Congolese refugees in the Great Lakes Region (Burundi, Malawi, Rwanda and Zambia).
- Refugees from Iraq in Turkey, Syria, Lebanon and Jordan.
- Afghan refugees in Turkey, Pakistan and Iran.
- Somali refugees in Ethiopia.
- Burmese refugees in Bangladesh, Malaysia and Thailand.
- Eritrean refugees in Eastern Sudan.

Adding to the complexity of the financial system, new countries engaging in resettlement will receive higher lump sum payments per person, as follows:

- €6,000 per resettled person for Member States that are receiving the lump sum from the ERF for the first time. For 2013 only Belgium will receive this level of lump sum payment.[54]
- €5,000 per resettled person for countries that have received EU financial support for resettlement activities on one previous occasion.

50 Western Newly Independent States, Great Lakes Region, Horn of Africa and North Africa (see section 4 of this chapter for more information)

51 See section 4 of this Chapter

52 European Parliament and European Council, Decision No 281/2012/EU by the Parliament and the Council on Amending Decision No 573/2007/EC Establishing the European Refugee Fund for the period 2008 to 2013, 29 March 2012

53 Annex, Decision of the European Parliament and of the Council of amending Decision No 573/2007/EC establishing the European Refugee Fund for the period 2008-2013 as part of the General programme 'Solidarity and Management of Migration Flows' and repealing Council Decision 2004/904/EC

54 Article 1(1)(b), Decision of the European Parliament and of the Council of amending Decision No 573/2007/EC establishing the European Refugee Fund for the period 2008-2013 as part of the General programme 'Solidarity and Management of Migration Flows'

For 2013, Germany, Hungary and Romania will receive this lump sum amount.[55]

The common priority situations cover vast areas and populations and, together with the RPP regions, include almost all UNHCR priority situations.[56] As in the table below, the largest refugee groups to be resettled under ERF priorities in 2013 are Afghan refugees in Turkey, Pakistan and Iran, reflecting the large numbers pledged by Sweden and Finland under this priority.

Source: European Commission statistics, 2013

6.3. 2012 EU response for refugees ex- Libya

In 2011-12, more than 3,400 persons from 22 different countries who had fled the 2011 violence and conflict in Libya were resident in Shousha camp at the Tunisian border, with a further 2,000 stranded at Salloum camp in Western Egypt. In early 2012, UNHCR called on states - particularly those in Europe - to offer resettlement places for refugees ex-Libya stranded at the borders of Egypt and Tunisia. Compared to the 2008 response for refugees from Iraq, the response from Europe was initially quite muted - with the exception of Norway, no European country created new resettlement places for this caseload.

Globally, a total of 3,733 refugees were accepted for resettlement from Shousha (3,041) and Salloum (692) camps. Of these, 869 refugees (667 from Shousha and 202 from Salloum) were accepted by Member States, of which 802 finally departed. UNHCR officially closed Shousha camp on 30 June 2013; although a number of refugees remain there, the proposal is for them to integrate locally.

55 Ibid.
56 See Chapter III for more details

6.4. EU support for emergency resettlement

The European Union has previously recognised the importance of emergency resettlement by supporting the upgrading of the Emergency Transit Facility (ETF) in Timisoara, in Romania. In 2012, the European Commission initiated a specific preparatory action[57] to support the resettlement of refugees in emergency conditions.

The implementation of the action is based on a system of grants awarded to Member States willing to resettle emergency cases. To date, only Ireland has applied to resettle 30 such cases out of Syria. The action also provides UNHCR with financial support to increase its capacity in emergency resettlement operations - by allocating funding to ETFs in both Romania and Slovakia, and strengthening UNHCR's capacity to coordinate emergency resettlement, monitor the effectiveness of the use of emergency resettlement places and advocate for resettlement countries to adopt emergency quotas.

57 A preparatory action is proposed by the European Commission with a view to launching a financial instrument once that preparatory action is concluded. The associated financial commitments may be entered into the budget for not more than 3 successive financial years, and the legislative procedure must be concluded before the end of the third financial year. See European Parliament (February 2011) Working Document on pilot projects and preparatory actions in budget 2012

7. RELOCATION AND RESETTLEMENT - DIFFERENCES AND CONNECTIONS

7.1. Towards a permanent EU scheme for relocation?

Solidarity and responsibility-sharing have always played a central role in debates and discussions on common EU asylum policy. In recent years, Southern Mediterranean countries at the external borders of the EU have received large numbers of asylum seekers, and have lacked the capacity to respond adequately to these arrivals and to offer the standards of protection applicable within the EU.

In 2008, in response to the large numbers of asylum seekers arriving in Malta, the EU adopted a mechanism to enable a joint EU response in cases where a Member State's particular geographic or demographic situation means migratory pressures result in disproportionate pressure on that Member State.[58] In these cases, the mechanism would allow for the physical transfer of beneficiaries of international protection to another Member State, via a process known as 'intra-EU relocation'.

58 Council of the European Union, Document 13440/08

In order to initiate relocation programmes, the EU Pilot Project on Intra-EU Relocation from Malta (EUREMA) was implemented under the ERF Community Actions during 2010 and 2011. EUREMA was the first multilateral intra-EU relocation initiative, and was led by the Maltese authorities with the participation of ten Member States - France, Germany, Hungary, Luxembourg, Poland, Portugal, Romania, Slovakia, Slovenia and the UK - with the active involvement of UNHCR and IOM. The results have been modest - a total of 255 relocation places were pledged by the ten participating Member States, of which 227 persons were eventually relocated to six of the pledging states (France, Germany, Luxembourg, Portugal, Slovenia and the UK).[59]

EUREMA MEMBER STATES (2010-11)	NUMBER OF RELOCATED REFUGEES
DE	102
FR	95
LU	6
PT	6
SI	8
UK	10

Source: EASO Fact-finding report on intra-EU relocation activities from Malta, July 2012

The refugee and migrant flows to Malta resulting from the conflicts in Libya and Syria have prompted new calls for solidarity and for sustainable responses from the EU. On 12 May 2011, the European Commission organised a Ministerial pledging conference for the relocation of migrants from Malta and the resettlement of migrants from North Africa. A second EUREMA programme, known as EUREMA II and financed as an ERF Community Actions Programme, began in 2012 and concludes in mid-2013. Seven Member States - Bulgaria, Hungary, Lithuania, Poland, Portugal, Romania and Slovakia - pledged a total of 91 places under EUREMA II. An additional five Member States - Denmark, Germany, Ireland, the Netherlands and Spain (together with the EEA countries Liechtenstein, Norway and Switzerland) - made bilateral arrangements with Malta that added another 265 relocation places.

In the December 2011 Communication on 'enhanced intra-EU solidarity in the field of asylum',[60] the Commission proposed a voluntary permanent relocation scheme. The proposal was supported by the European Parliament, which called on the Commission to submit a communication on a framework for the transfer of protection of beneficiaries

59 European Commission, Commission Staff Working Document on the Third Annual Report on Immigration and Asylum (2011) accompanying the Communication from the Commission to the European Parliament and the Council Third Annual Report on Immigration and Asylum (2011), 30 May 2012

60 European Commission, Communication on enhanced intra-EU solidarity in the field of asylum An EU agenda for better responsibility-sharing and more mutual trust, 2 December 2011

of international protection (including mutual recognition of asylum decisions) by 2014.[61]

It remains clear that a limited number of Member States continue to receive the vast majority of asylum seekers coming to Europe. Those at the border of the EU such as Cyprus, Malta, Greece and Italy, continue to struggle to manage refugee movements while simultaneously dealing with the effects of the current financial crisis. As is, the current EU asylum framework does not adequately address these disparities among Member States, which in the future may need to be addressed outside the current Dublin Regulation[62] and by mechanisms for resettlement and relocation in which at least a minimum level of Member State participation is obligatory.

7.2. Relocation and resettlement: competing instruments?

Both EUREMA projects have benefited from ERF funding, and the funding mechanism that applies to relocation is very similar to that formulated for resettlement. Both are voluntary schemes that operate with lump sums (€4,000) for each person being resettled or relocated, resulting in two competing instruments operating in parallel. Indeed, traditional resettlement countries such as Finland and Sweden have explicitly questioned if relocation comes at the expense of resettlement.[63] In some cases, places for relocated refugees have been included within national refugee resettlement quotas, directly bearing out these concerns.

In its proposal on the Asylum and Migration Fund (AMF) 2014-20[64] (see 9.1, below), the European Commission has created the possibility for the EU to co-finance relocation activities within a system of financial incentives similar to those in place within the Joint EU Resettlement Programme. Member States would receive financial incentives in the form of a lump sum of €6,000 for each relocated person.

Similarly to its role in relation to resettlement, the European Asylum Support Office (See section 8) assists Member States in 'promoting, facilitating and coordinating exchanges of information and other activities

61 European Parliament, Resolution on enhanced intra-EU solidarity in the field of asylum, 11 September 2012

62 Council regulation (EC) No 343/2003 of 18 February 2003, known as the Dublin II Regulation, aims to determine the member state responsible for examining an asylum application. According to Article 5(2) of the Regulation, the member state responsible in accordance with the criteria shall be determined on the basis of the situation obtaining when the asylum seeker first lodged his application with a member state .

63 Migration Policy Centre, Between Solidarity and the Priority to Protect Where Refugee Relocation meets Refugee Resettlement, 2013

64 European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions Building an open and secure Europe: the home affairs budget for 2014-2020, 15 November 2011

related to relocation' within the EU. In line with the JHA Council Conclusions of March 2012,[65] EASO has completed a full evaluation of the first EUREMA project[66] and is currently evaluating the EUREMA II project. In the context of relocation, UNHCR has recommended that further refugee status determination procedures are not undertaken in receiving countries, so as to avoid potential divergences in approaches in the treatment of beneficiaries of international protection.

8. RESETTLEMENT & THE EUROPEAN ASYLUM SUPPORT OFFICE (EASO)

The European Asylum Support Office (EASO) is an agency of the European Union mandated to enhance EU Member States' practical cooperation on asylum in Europe, to assist Member States to fulfil their protection obligations, and to act as a centre of expertise on asylum in Europe. EASO was established in May 2010,[67] and began work in February 2011.

Both resettlement and relocation are part of EASO's mandate. One of the aims of the agency is to *'coordinate exchanges of information and other actions on resettlement taken by Member States with a view to meeting the international protection needs of refugees in third countries and showing solidarity with their host countries.'*[68] EASO's role in relation to resettlement was reiterated by the European Commissioner for Home Affairs Cecilia Malmström, in an answer to parliamentary questions in December 2011,[69] in which she confirmed the agency's commitment to 'pursue Article 7 of its mandate by better defining its activities on resettlement in close collaboration with Member States, UNHCR, IOM and other relevant partners.'[70]

Under the EASO Work Programme 2012,[71] a first EU Resettlement Seminar was organised by EASO in October 2012. The seminar seemed to confirm that EASO will build on the partnership principle that underlies global and European resettlement cooperation by including governments, UNHCR, IOM and NGOs in this area of its work.

65 Council of the European Union, Council Conclusions on a Common Framework for genuine and practical solidarity towards Member States facing particular pressures on their asylum systems, including through mixed migration flows, 3151st Justice and Home Affairs Council meeting, 8 March 2012
66 EASO, Fact finding report on intra-EU relocation activities from Malta, July 2012
67 Regulation of the European Parliament and of the Council establishing a European Asylum Support Office, 19 May 2010
68 Article 7, ibid.
69 Commissioner Malmström's answer to parliamentary questions, 20 December 2011 http://www.europarl.europa.eu/sides/getAllAnswers.do?reference=P-2011-011107&language=DE
70 EASO, Work programme 2012, EASO/MB/2011/25, September 2011
71 Ibid.

EASO objectives for 2013 in the area of resettlement are:

- organising exchange of information and best practices on resettlement and on the implementation of Regional Protection Programmes (RPPs);
- defining methodologies and tools for EASO support for the implementation of the Joint EU Resettlement Programme; and
- organising one expert meeting on resettlement, engaging Member States, the European Commission, UNHCR, IOM and 'other relevant partners'.[72]

9. RESETTLEMENT IN EUROPE BEYOND 2013

9.1. Asylum & Migration Fund 2014-20

EU resettlement policy post-2013 is being negotiated within the framework of the proposed Asylum and Migration Fund (AMF) 2014-2020.[73]

In November 2011, the Commission issued a proposal for a regulation establishing the AMF for the period 2014-2020.[74] The AMF brings together European funds related to asylum, migration, return, and the integration of third-country nationals, including the European Refugee Fund (ERF) and the European Integration Fund (EIF). Within the proposed AMF framework,[75] the aims of the EU resettlement programme are defined as:

- providing durable solutions for an increased number of refugees by supporting their transfer from outside EU territory and their estatblishment in an EU Member State; and
- maximising the strategic impact of resettlement through a better targeting of those persons who are in greatest need of resettlement on the basis of common EU resettlement priorities.[76]

In the Commission's proposal,[77] funding would be allocated in two phases:

72 Ibid.
73 Article 7, Proposal for a regulation of the European Parliament and the Council establishing the Asylum and Migration Fund, 15 November 2011
74 European Commission, Proposal for a Regulation of the European Parliament and of the Council establishing the Asylum and Migration Fund, COM(2011) 751 final, 15 November 2011
75 European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Building an open and secure Europe: the home affairs budget for 2014-2020, 15 November 2011
76 Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Building an open and secure Europe: the home affairs budget for 2014-2020, 15 November 2011
77 European Commission, Proposal for a Regulation of the European Parliament and of the Council establishing the Asylum and Migration Fund, COM(2011) 751 final, 15 November 2011

- during the policy dialogue[78] at the start of the Multiannual Financial Framework[79] period; and
- following a mid-term review in 2017.

The resettlement 'envelope' (or the available funding for resettlement within the AMF) will be distributed between Member States on the basis of a biennial pledging exercise and the common EU resettlement priorities.[80] A basic amount, calculated on the basis of the Member States' objectives and needs within their national programmes, would be distributed following the policy dialogue at the start of the Multiannual Financial Framework and following a mid-term review in 2017, if needed.[81] A stated objective of the creation of the AMF is to reduce centralised bureaucracy by implementing funding according to the principle of 'shared management'.[82]

In line with the previous system, the fund foresees financial support for the following resettlement activities:[83]

- establishment and development of national resettlement programmes;
- establishment of appropriate infrastructure and services to ensure smooth and effective implementation of resettlement;
- selection missions in third countries;
- pre-departure assistance (health assessment, pre-departure information, travel arrangements);
- information and assistance upon arrival, including interpretation services; and
- strengthening of infrastructure and services in countries designated for the implementation of Regional Protection Programmes.[84]

Member States will continue to receive a 'flexible amount' in the form of a lump sum per resettled refugee that the Member State has previously pledged to receive. These payments will be made every two years. Intra-EU relocation will also work on the basis of a similar pledging and lump sum mechanism.

78 The single senior-level policy dialogue on Home Affairs funding organised at the start of the Multiannual Financial framework is a dialogue initiated by the European Commission with each Member State. The purpose of the dialogue is for the Commission to understand the situation and needs of each Member State in order to support the formulation of national programmes that can contribute to achieving common EU objectives in the area of Home Affairs.

79 The Multiannual Financial Framework (MFF) 2014-20 sets out annual maximum amounts ceilings for EU expenditure on policy areas during 2014-20. It also sets an annual global ceiling for total expenditure. The purpose of the regulation is to translate political priorities into figures for the budget cycle 2014-20 and to facilitate the adoption of the annual budget by the EU.

80 The Council does not foresee resettlement as a mandatory objective to be pursued under the Member States national programmes. See Council of the European Union, Proposal for a regulation of the European Parliament and the Council establishing the Asylum and Migration Fund Outcome of Coreper on 19 December, 20 December 2012

81 A part of available resources is kept for the mid-term review and will allow additional allocations to Member States ongoing significant changes in migration flows and presenting specific needs concerning their asylum and reception systems or to Member States willing to implement specific actions.

82 There are two main types of EU funding - funds which are managed centrally and directly by the European Commission, and funds managed between the EU and the Member States.

83 Article 7, Proposal for a regulation of the European Parliament and the Council establishing the Asylum and Migration Fund, 15 November 2011

84 Ibid.

As envisaged in the Joint EU Resettlement Programme, common EU resettlement priorities will be established, most probably every two years by the European Commission as the outcome of a political process involving the European Parliament and the Council, as well as UNHCR and EASO.[85]

9.2. Partnerships to promote more and better resettlement in Europe

The EU plays an important role in promoting the growth of European resettlement through the provision of funding and financial incentives. However, in view of the global total of some 181,000 refugees in need of resettlement for 2013 alone, it is crucial that the financial incentives offered to Member States concretely result in an increased number of resettlement places. The 'quality' of European resettlement, meaning appropriate and timely reception and integration services and arrangements, is equally important in making resettlement a truly durable solution for those refugees who benefit from it.

Together with the EU, international organisations, Member State governmental authorities (national, regional and local government) and civil society actors all have a role to play in building both the quantity and the quality of European resettlement. The transnational initiatives described below demonstrate joint efforts in this area by many different resettlement actors, including in advocacy, campaigning, practical cooperation, research and networking.

9.2.1. The European Resettlement Network

Since 2009, ICMC, IOM and UNHCR have worked in partnership to promote practical cooperation and exchange on resettlement in Europe, and to build a network of resettlement practitioners and policymakers both within and outside of Europe. This work has been undertaken in the framework of the ERF-funded projects 'Promotion of resettlement in the EU through practical cooperation by EU Member States and other stakeholders' (2010-11) and 'Linking-In EU Resettlement - linking the resettlement phases and connecting (local) resettlement practitioners' (2011-12).

In early 2012, the three partner organisations formalised their

85 At the time of writing, negotiations on how to define resettlement priorities are still ongoing.

network-building activities by launching the European Resettlement Network (www.resettlement.eu), defined as:

'An inclusive network supporting the development of resettlement in Europe by connecting a variety of actors involved in refugee resettlement, the members of which have a shared commitment to refugee resettlement and refugee protection, to ensuring the provision of durable solutions for refugees and that refugees resettled to Europe receive integration support that provides them with the tools to become fully participating citizens'.[86]

The goals of the network are to:

- promote cooperation among different stakeholders to build their capacity to increase and improve resettlement efforts;
- gather and disseminate information, research, data and practices about and relating to refugee resettlement and refugee integration, so as to increase mutual learning about resettlement in all its aspects and interlinked phases;
- provide a platform to launch network initiatives (for example training, visits and campaigns) and to promote related initiatives and/or efforts to increase and support durable solutions for refugees;
- support the development of resettlement and integration policy within European Member States; and
- ensure the sustainability of transnational cooperation in resettlement, beyond projects and individual actors.

EU Resettlement Skills Share Day/W. Vandenplas/2012

European Resettlement Network members comprise resettlement policymakers and practitioners from European countries, working at different levels and in a variety of sectors including national, regional and local government, international organisations, civil society organisations, volunteers, resettled refugees, academics and others. The network membership currently comprises 250 individuals from 35 countries.

The European Resettlement Network website at www.resettlement.eu includes a resource library and a directory of network members, and provides members with opportunities for discussion and mutual learning via an online Community of Practice.

86 The European Resettlement Network 'Who We Are' at www.resettlement.eu/page/european-resettlement-network-0

9.2.2 Advocating for more and better resettlement in Europe: the Resettlement Saves Lives - 2020 Campaign

Civil society has a crucial role in mobilising support for resettlement. In May 2012, 6 civil society organisations Amnesty International, Churches Commission for Migrants in Europe (CCME), European Council on Refugees and Exiles (ECRE), International Catholic Migration Commission (ICMC) and the German 'Save Me' campaign network, together with the International Organisation for Migration (IOM) - launched a campaign for more and better resettlement in Europe. The Resettlement Saves Lives-2020 Campaign advocates for EU Member States to increase the collective total of resettlement places they offer to 20,000 places each year by the year 2020.

The 2020 Campaign is currently hosted on the website of the European Resettlement Network. Organisations and individuals from across Europe can make online pledges of actions in support of the campaign, and request campaign materials and information for use in their national and local contexts.

Some of the pledges made online:

'I will motivate and encourage refugees resettled in my country not to give up.'
[William Kweku Paintsil, IOM Oslo, NO]

'I will lobby for an increase of the quota and improve the integration of refugees in the NL through our projects.'
[Berend Jonker, UAF, NL]

'I will spread the word about resettlement and try to raise awareness about the importance of taking refugees in Europe.'
[Sarah Hergenröther, Munich Refugee Council, DE]

9.2.3 Engaging cities and regions in resettlement

SHARE

Led by ICMC and begun in March 2012, the SHARE Project is an 18-month programme to build a resettlement network of European regions, cities and

municipalities, and their civil society partners. The project is funded under the Pilot Project[87] on Resettlement of the European Commission.[88]

SHARE was established on the basis that although it is national governments that are responsible for the selection of resettled refugees, it is regional and local authorities and their partners that offer reception and integration support once refugees have arrived. The success of national refugee resettlement programmes and of the Joint EU Resettlement Programme - thus depends on the commitment, ability and partnerships of European cities, municipalities and regions.

The SHARE network facilitates structured dialogue, exchange of practice and networking between cities and regional actors and between experienced and emerging resettlement countries planning or considering resettlement. SHARE is currently hosted on the website of the European Resettlement Network at www.resettlement.eu/page/share-project.

87 'Pilot projects' are defined as schemes of an experimental nature designed to test the feasibility of an action and its usefulness. The relevant financial commitments may be entered in the budget for not more than two successive financial years.European Parliament, Working Document on pilot projects and preparatory actions in budget 2012, 3 February 2011

88 Pilot Project to create a network for contact and discussion between targeted municipalities on experiences and best practices in the resettlement and integration of refugees.

9.2.4. Other European civil society initiatives on resettlement

Know Reset

Know Reset[89] is a research project co-funded by the European Commission and carried out by the European University Institute, in partnership with the European Council on Refugees and Exiles (ECRE). The project aims to map and analyse the current policy framework and practices in the area of resettlement in the 27 Member States.

89 www.know-reset.eu

Chapter VI – European Resettlement Programmes

Congolese refugee in Malawi getting ready to be resettled to Denmark/UNHCR/J.Redden

The following country summaries aim to provide a comprehensive picture of European resettlement programmes.

These country summaries are based on desktop research and interviews with representatives of international organisations, national governments, regional and local authorities and NGOs. The final texts are authored by ICMC, and are not representative of the views or opinions of any of individual interviewees, stakeholders or contributors consulted during the course of their compilation.

The chapter begins with a comparative overview of the main features of resettlement programmes in Europe, set out in the table on the following page.

Abbreviations and acronyms

CAR: Children and Adolescents at Risk
FR: Family Reunification
Gov: Government
LFAS: Lack of Foreseeable Alternative Solutions
LPPN: Legal and Physical Protection Needs
MN: Medical Needs
SVT: Survivors or Violence and Torture
TOM: Thirty-Or-More, Twenty-Or-More or Ten-Or-More (medical programme)
UAM: Unaccompanied minors
UNHCR: Office of the United Nations High Commissioner for Refugees
WAR: Women and Girls at Risk

COUNTRY	BELGIUM	CZECH REPUBLIC	DENMARK
Start of programme	2013 (annual)	2008 (annual)	1979 (annual)
Quota (nrs)	100 (yearly)	30 (yearly)	1500 (3-year)
Legal basis	General migration and asylum law	■ General migration and asylum law ■ National resettlement programme strategy ■ Agreement with UNHCR	General migration and asylum law
Specific provisions on resettlement	No	Yes	Yes
UNHCR submission categories	■ LPPN ■ SVT ■ WAR ■ CAR	All UNHCR submission categories	All UNHCR submission categories
Selection criteria	1951 refugee definition	■ 1951 refugee definition ■ Humanitarian grounds ■ Family reunion	■ 1951 refugee definition ■ Humanitarian grounds or UAM
Integration potential/ capacity as a selection criterion	No	Yes	Yes[1]
In-country selection	80	Majority of the cases	Majority of the cases
Dossier selection	20	No fixed number set	75 persons
Emergency and urgent cases	Urgent cases	No	Yes
Specific categories prioritised for resettlement	No	No	TOM (30) + family reunification cases under TOM
Need to apply for refugee status (or equivalent) upon arrival	Yes	Yes	No
Pre-departure CO	3 days	2.5 days (12-13hrs)	5 days

1 Abolishment announced by the government but not implemented yet at the time of writing.

COUNTRY	FINLAND	FRANCE	GERMANY
Start of programme	1985 (annual)	2008 (annual)	2012 (annual)
Quota (nrs)	750 (yearly)	100 cases (yearly)	300 (yearly)
Legal basis	General migration and asylum law	■ General migration and asylum law ■ Agreement with UNHCR	■ Residence Act ■ Government decision
Specific provisions on resettlement	Yes	No	No
UNHCR submission categories	All UNHCR submission categories	■ LPPN ■ SVT ■ MN ■ WAR ■ CAR ■ LFAS	■ LPPN ■ SVT ■ MN ■ WAR ■ CAR
Selection criteria	■ In need of international protection in the home country ■ In need of resettlement from the 1st country of asylum	Refugees recognized under Articles 6 and 7 of the UNHCR mandate but not on a prima facie basis.	■ Legal and physical protection needs + special protection needs ■ Family unity
Integration potential/ capacity as a selection criterion	Yes	No	Yes
In-country selection	650	No	All
Dossier selection	100 emergency and urgent cases	All	No
Emergency and urgent cases	Yes	Yes	No
Specific categories prioritised for resettlement	No	No	No
Need to apply for refugee status (or equivalent) upon arrival	No	Yes	Resettled refugees do not receive refugee status but temporary residence permits
Pre-departure CO	Temporarily suspended.	Leaflet	4-5 days

COUNTRY	ICELAND	IRELAND	THE NETHERLANDS
Start of programme	1996 (annual)	1998 (annual)	1984 (annual)
Quota (nrs)	Under revision	200 (yearly)	2000 (4-year)
Legal basis	General migration and asylum law	General migration and asylum law	■ General migration and asylum law ■ Policy framework for resettlement
Specific provisions on resettlement	No	Yes	Yes
UNHCR submission categories	■ LPPN ■ WAR ■ FR	■ LPPN ■ SVT ■ MN ■ WAR ■ FR ■ LFAS	All UNHCR submission categories
Selection criteria	1951 refugee definition	■ Definition of 'programme refugee' set in legislation ■ No threat to public security and national health	■ 1951 refugee definition & subsidiary protection ■ Humanitarian grounds ■ Family reunion
Integration potential/ capacity as a selection criterion	No	Yes	Yes
In-country selection	Majority of the cases	No	Around 400 refugees
Dossier selection	Recently used	All	100
Emergency and urgent cases	Urgent cases	Urgent cases	Emergency cases
Specific categories prioritised for resettlement	No	No	TOM (30)
Need to apply for refugee status (or equivalent) upon arrival	No	'Programme refugee' status upon arrival	Yes
Pre-departure CO	Leaflet	No	Dossier cases: 1 to 4 days Interviewed cases: 3*3.5 days

COUNTRY	NORWAY	PORTUGAL	ROMANIA
Start of programme	1980s (annual)	2007 (annual)	2008 (pilot)
Quota (nrs)	1200 (yearly)	30 (yearly)	40 (yearly)
Legal basis	General migration and asylum law	General migration and asylum law	■ General migration and asylum law ■ Gov decision
Specific provisions on resettlement	No	Yes	Yes
UNHCR submission categories	■ LPPN ■ SVT ■ MN ■ WAR ■ CAR ■ LFAS	■ LPPN ■ SVT ■ WAR ■ CAR ■ LFAS	■ LPPN ■ WAR ■ CAR
Selection criteria	■ 1951 refugee definition ■ Strong humanitarian considerations (exceptionally) ■ Strategic resettlement ■ Municipalities' ability to provide services	Refugees under UNHCR's mandate	1951 refugee definition
Integration potential/ capacity as a selection criterion	No	No	Yes
In-country selection	Around 870	No	All
Dossier selection	Around 250	All	No
Emergency and urgent cases	Yes	No	No
Specific categories prioritised for resettlement	■ WGR (60% of the quota) ■ TOM (20)	No	Women and children at risk (10)
Need to apply for refugee status (or equivalent) upon arrival	Dossier cases only	Yes	Yes
Pre-departure CO	20 hrs (4 days) for adults, 10 hrs (2 days) for children aged 8-15	Leaflet	Under discussion

COUNTRY	SPAIN	SWEDEN	UK
Start of programme	2011-2012 (pilot)	1950 (annual)	2004 (annual)
Quota (nrs)	100 (yearly)	1900 (yearly)	750 (yearly)
Legal basis	General migration and asylum law	General migration and asylum law	General migration and asylum law
Specific provisions on resettlement	Yes	Yes	Yes
UNHCR submission categories	■ LPPN ■ SVT ■ MD ■ WAR ■ CAR ■ LFAS	All UNHCR sub-mission categories	■ LPPN ■ SVT ■ MD ■ WAR ■ LFAS
Selection criteria	1951 refugee definition	■ 1951 refugee definition ■ Persons qualifying for subsidiary protection ■ Former tribunal witnesses and their family members	1951 refugee definition
Integration potential/ capacity as a selection criterion	Yes	No	No
In-country selection	All	Around 950	All
Dossier selection	No	Around 950	Exceptionally
Emergency and urgent cases	No	Yes	No
Specific categories prioritised for resettlement	No	No	■ Medical cases (up to 3% of the quota) ■ WAR (up to 10% of the quota)
Need to apply for refugee status (or equivalent) upon arrival	No	No	No
Pre-departure CO	2 hours	9-10 hours	One day

Belgium at a glance

- **Population:** 11 094 850
- **GDP (Per capita):** 119 PPS (available for 2011 only)
  PPS=Purchasing Power Standard, based on the EU: 27 average of 100
- **Asylum applications total:** 28 105
- **Total decisions reached in 2012:** 24 525
- **Positive decisions (refugee status and subsidiary protection):** 5 555

2012 data, published by Eurostats in May 2013

The Belgian resettlement programme at a glance

Resettlement quota and actors

Start of ad-hoc or pilot programme: 2009

Most recent quota: 100 persons for 2013

Main national actors: Office of the Commissioner General for Refugees and Stateless Persons (CGRA), Federal Agency for the Reception of Asylum Seekers (FEDASIL), Immigration Office in Ministry of Foreign Affairs, Public Welfare Centres (CPAS/OCMW); Caritas International and Convivial.

Resettlement numbers

YEAR	ACCEPTED	ARRIVALS	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS
2013 anticipated		100	Congolese ➲ Burundi Burundian ➲ Tanzania
2012	*No programme*		
2011	25	25	Eritrean, Congolese ➲ Tunisia
2010	*No programme*		
2009	47	47	Iraqi, Palestinian ➲ Iraqi/Syrian border, Syria, Jordan

UNHCR Submission categories considered for resettlement

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☐ Medical needs
☑ Women and girls at risk
☐ Family reunification
☑ Children and adolescents at risk
☐ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)

☐ **Emergency** *max. 7 days between submission and resettlement*
☑ **Urgent** *within 6 weeks between submission and resettlement*
☑ **Normal** *within 12 months between submission and resettlement*

Belgium's Resettlement Programme

Legal Basis & Background

The 'Law on entry, stay, settlement and removal of foreign nationals' of 15 December 1980 (amended in 2006) forms the legal basis for all national asylum and migration affairs in Belgium. There is no specific legal provision for resettlement.

Belgium considered resettlement for many years, and engaged in two ad-hoc resettlement initiatives in 2009 and 2011. In 2009, Belgium received 47 Iraqis and Palestinians ex-Iraq from Syria and Jordan as a response to the November 2008 EU Council Conclusions calling for EU countries to resettle displaced Iraqis. In 2011, Belgium responded to the UNHCR Global Solidarity Initiative by resettling 25 refugees of various nationalities ex-Libya from Shousha refugee camp in Tunisia.

In May 2012, the Belgian government announced that 100 resettled refugees would be received into the country within the framework of the Joint European Resettlement Programme for 2013, marking an evolution from ad-hoc resettlement operations to a more structured approach. Resettlement stakeholders in Belgium hope that this will ultimately result in a permanent annual quota for resettlement.

Resettlement Criteria

- **Basic Criteria**
  A refugee must be recognised as such according to the 1951 UN Convention Relating to the Status of Refugees.

- **Criteria related to integration**
  None

Identification and Selection

Belgium has two contrasting experiences with the selection of refugees for resettlement through the ad-hoc resettlement exercises of 2009 and 2011. In 2009, the Commissioner General for Refugees and Stateless Persons (CGRA) carried out a selection missions to the Al Tanf refugee camp on the Iraq-Syria border, and to urban populations in Syria and Jordan. In 2011, instability in Shousha refugee camp prevented on-site selection interviews, and CGRA therefore selected refugees on a dossier basis.

In both cases, the CGRA made a proposal for selection of resettled refugees to the State Secretary for Migration and Asylum. After approving those selected, the Minister instructed the Immigration Department to issue travel documents for them.

For 2013, around 80 of the 100 person quota will be selected via interviews conducted during selection missions, and the remaining 20 on a dossier basis. Processing time from submission to departure for refugees selected during selection mission is 2-3 months[2]. Urgent cases are processed for departure within 6 weeks from initial submission, while normal priority cases accepted on a dossier basis are processed within 2 months. Belgium has not yet received emergency cases.

Refugee Status, Permanent Residency & Citizenship

Belgian legislation does not permit asylum to be granted outside of the national territory, and resettled refugees must therefore apply for refugee status upon arrival into the country. The CGRA aims to expedite this process so that resettled refugees are granted formal refugee status as soon as possible after their arrival in Belgium. Refugees resettled from Shousha camp in 2011, for example, were granted refugee status within 2 days of arriving into Belgium. When applying for refugee status, a refugee will receive a document (Annex 26) stating that an asylum application has been lodged. Within 8 working days, the municipality of his/her main residence will issue an 'attestation d'immatriculation'

2 Processing time between submission and final decision is 2 months (estimation based on the first mission in 2013).

type A, which is valid for residence until refugee status is granted. As other refugees in Belgium, resettled refugees receive a permanent residence permit once refugee status has been granted.

From 1st January 2013, new legislation reforming the Belgian Nationality Code[3] means that persons wishing to apply for naturalisation can do so after a period of 5 years legal residency. Applicants must also demonstrate A2 level proficiency in one of the national Belgian languages (Dutch, French or German), and evidence their social integration[4] and economic participation[5].

Family reunification

Besides married partners, children under 18 and parents of children under 18, other family members who are eligible for family reunification include:

- Registered partners (including same-sex partners).
- Children over 18 suffering from a mental or physical disability.

The applying family member must evidence a stable, regular and sufficient income, appropriate accommodation and medical insurance. These requirements are waived for refugees making applications within one year of the grant of refugee status and where the family link already existed prior to the refugee's arrival in Belgium.

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

☑ Briefing stakeholders after selection missions or receipt of dossiers

☑ Forwarding pertinent information from Refugee Referral Form (RRF) to integration actors

☑ Sharing information gathered during Cultural Orientation (CO) - where CO is arranged, FEDASIL collects social and medical information on refugees and forwards to actors in reception centres.

☑ Other: National stakeholder meetings ahead of selection missions/receipt of dossiers

3 Service Public Fédéral Justice, Act amending the Belgian Nationality Code (Loi modifiant le Code de la nationalité belge afin de rendre l'acquisition de la nationalité belge neutre du point de vue de l'immigration), 4 December 2012

4 Article 9(d), Act amending the Belgian Nationality Code, 4 December 2012
Possible proofs of social integration include :
- Diploma or certificate of at least upper secondary education delivered by an institution recognised by the Belgian state; or
- Professional training of at least 400 hours recognised by a competent authority; or
- Following an integration course; or
- Continuous employment for the 5 years preceding the application.

5 Article 9(e), Act amending the Belgian Nationality Code, 4 December 2012
Possible proofs of economic participation include:
- Having worked for at least 468 days during the past 5 years;
- Having paid social contributions due in Belgium as an independent worker for at least 3 quarters over the last 5 years.

Pre-departure

☑ **Cultural Orientation (CO):** In 2009, the Federal Agency for the Reception of Asylum Seekers (FEDASIL) offered a pre-departure CO programme to Iraqi and Palestinian refugees ex-Libya. In 2011, instability and lack of security in Shousha camp meant FEDASIL was unable to offer a CO programme, although translated information leaflets on resettlement in Belgium were distributed.

FEDASIL planned 2 CO missions for 2013, the first of which took place in Tanzania in June. Delivered with the support of IOM, the 3-day programme provides refugees with information about the Belgian resettlement programme.

☑ **Medical Exam:** IOM fit-to-fly assessments

☑ **Travel arrangements:** IOM

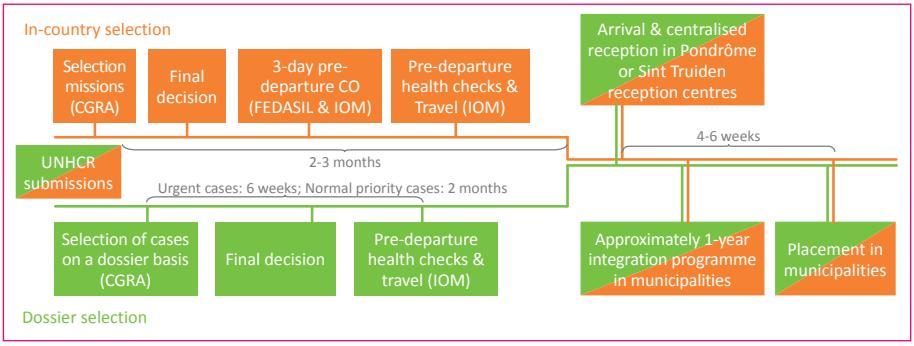
Integration in Practice

Reception

Representatives from FEDASIL meet refugees on their arrival and accompany them to reception centres in either Pondrôme (Wallonia - French-speaking region) or Sint Truiden (Flanders - Dutch-speaking region). Arrival groups are generally split equally between the 2 centres, where family composition allows. The reception centres also house asylum seekers whose application is under consideration. Resettled refugees generally spend 4-6 weeks in the centre before moving to municipalities.

Placement policies

Municipality involvement in receiving resettled refugees is entirely voluntary. Placement depends on whether the local branches of the Public Welfare Centres (CPAS in Wallonia and OCMW



in Flanders) can make housing available ahead of refugees arrival into Belgium or before they depart the reception centre. The NGOs Caritas and Convivial can also assist refugees to locate suitable housing through their own networks, sometimes in municipalities where refugees have relative/friends or existing networks.

Integration services & support

Length: 12-18 months (including 6 weeks in the reception centre)

For refugees in the Sint Truiden reception centre in Flanders, the integration programme is developed by the authorities responsible for the wider civic integration programme in the Flemish region. The Pondrôme centre in Wallonia runs an internally developed integration course. Both courses cover elements of language tuition, and basic information about moving on from the reception centre and living in Belgium.

The NGOs Caritas International and Convivial will meet refugees in the reception centres, introducing themselves and their role in the integration process and determining what kind of assistance individual refugees and families will require. After refugees move to municipalities, NGOs assist with interpretation and translation, administrative steps such as registration with the municipality, and accessing mainstream services such as financial assistance and medical insurance.

There is no specialist integration programme specifically for resettled refugees in Belgium. Resettled refugees can access mainstream integration programmes for other refugees, migrants and newcomers to Belgium. In Flanders, attendance at the integration programme is mandatory. All refugees (including resettled refugees) sign an integration contract in which they undertake to attend Dutch language (up to 600 hrs)[6] and civic orientation classes, and social and employment orientation services. Failure to follow the programme can result in a fine and possible termination of social welfare payments. In Wallonia, integration activities including French classes and registration at the employment agency are optional. In the bilingual region of Brussels, language and civic orientation classes are provided both in French and Dutch on a voluntary basis. Integration policy is currently under review in both Wallonia and Brussels (for the French-speaking organisations).

Outside of provision for integration, resettled refugees access mainstream services together with the wider population, although additional services for specific needs such as psychological

6 For illiterate or very low-skilled persons, the programme consists in 600 hrs of Dutch tuition. Standard course involves 240 hours of Dutch tuition.

counselling may be arranged through direct referral by an NGO or the CPAS/ OCMW.

Integration in Focus - Integration coaching in Flanders

As part of the programme 'Integrating Together in Flanders', a one-to-one integration coaching programme has been developed for newcomers to Flemish cities. The programme recruits local people to act as vo-lunteer 'coaches' willing to mentor newcomers, by helping them to orient themselves in their new surroundings, practice their developing language skills and find out about specific areas of interest such as sport, employment and education. The programme matches volunteer mentors to newcomers arriving into the city, and many mentors and newcomers go on to become friends after the initial 6-month coaching period has ended.

Use of the European Refugee Fund (ERF)

Pledges made to resettle under ERF specific categories for 2013

- ☑ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☑ Women and children at risk
- ☐ Unaccompanied minors

Learning about waste management with Caritas International/Caritas International

- ☑ Survivors of torture and violence
- ☐ Persons with serious medical needs that can only be addressed through resettlement
- ☐ Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs

Pledges made to resettle under ERF resettlement common EU priorities for 2013

- ☑ Congolese refugees in the Great Lakes Region

— *40 refugees will be resettled in 2013 from this group.*

- ☐ Refugees from Iraq in Turkey, Syria, Lebanon, Jordan
- ☐ Afghan refugees in Turkey, Pakistan, Iran
- ☐ Somali refugees in Ethiopia
- ☐ Burmese refugees in Bangladesh, Malaysia and Thailand
- ☐ Eritrean refugees in Eastern Sudan

Highlight

The 2009 ad-hoc resettlement operation in Belgium was part-financed both by the European Refugee Fund (ERF) Community Actions and the national ERF programme. The 2011 ad-hoc operation was financed by ERF Community Actions (urgent actions). Within these programmes, FEDASIL and CGRA introduced a joint project in partnership with two NGOs, Caritas International and Convivial, a new collaboration that produced some positive results for refugees and the resettlement process in Belgium. In 2013, for the first time, resettlement operations in Belgium will benefit from resources allocated through the resettlement pledging exercise under the Joint EU Resettlement Programme priorities.

Evaluations

The operation of the first 2009 ad-hoc programme and the experiences of refugees resettled within it are currently being researched by the Centre for Equal Opportunities and Opposition to Racism ('Centre pour l'égalité des chances et la lutte contre le racisme)' and the University of Ghent. The study began in 2012 and due to be carried out over a three-year period.

Strengths and Challenges

Strengths

- Resettlement in partnership with UNHCR and NGOs is a relatively new phenomenon in Belgium. The 2009 and 2011 ad-hoc resettlement programmes began a new and positive process of engaging partners, developing different approaches to reception and integration, capturing and learning from these experiences.

- The new 2013 quota programme marks a more structured approach to resettlement in Belgium, and reflects a strong commitment on the part of the Belgian government to continuing resettlement activities.

Challenges

- Locating housing that meets the needs of resettled refugees, in particular larger families, can be problematic. For the 2013 programme, at least some refugees will arrive into reception centres without housing having yet been arranged in a receiving municipality. They will therefore need to make these arrangements after arrival with the assistance of NGOs.

- Municipalities themselves are not yet actively engaged in or aware of refugee resettlement. This lack of awareness can mean complicate some administrative steps for refugees, such as registering residence with the municipality, and securing social benefits and medical insurance. NGOs are working to engage municipalities more fully so as to overcome these difficulties.

New Developments

Local branches of the Public Welfare Centres (CPAS/OCMW) were not previously engaged in resettlement during the 2009 and 2011 ad-hoc exercises. Ahead of the 2013 programme, however, the Belgian government made specific and successful efforts to engage them as new actors in the resettlement process.

Czech Republic at a glance

- **Population:** 11 094 850
- **GDP (Per capita):** 119 PPS (available for 2011 only)
- **Population:** 10 505 445
- **GDP (per capita):** 80 PPS (available for 2011)
  PPS=Purchasing Power Standard, based on the EU 27 average of 100
- **Asylum applications total:** 740
- **Total decisions reached in 2012:** 720
- **Positive decisions (refugee status, subsidiary protection and humanitarian reasons):** 175

2012 data, published by Eurostat in May 2013

The Czech resettlement programme at a glance

Resettlement quota and actors

Start of ad-hoc or pilot programme: 2008

Current quota: 30

Main national actors: Department for Asylum and Migration Policy under the Ministry of Interior, Refugee Facilities Administration (RFA) (an agency of the Ministry of the Interior), Ministry of Foreign Affairs, Ministry of Education, Czech municipalities, Burma Centre Prague (BCP), Association of Citizens Assisting Migrants (SOZE), the Organisation for Aid to Refugees (OPU) and other civil society actors.

Resettlement numbers

YEAR	ACCEPTED	ARRIVALS	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS	ETHNIC AND OTHER MINORITIES (IF APPLICABLE)
2013 *anticipated*	32	-	Burmese ➲ Thailand and Malaysia	
2012	25	25	Burmese ➲ Malaysia	
2010	19	19	Afghan ➲ Ukraine (4)	

YEAR	ACCEPTED	ARRIVALS	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS	ETHNIC AND OTHER MINORITIES (IF APPLICABLE)
2010	47	48 (baby born pre- arrival)	Burmese ➲ Thailand and Malaysia (40) Chechen ➲ Azerbaijan (5) Iranian ➲ Turkey (2) Uzbek ➲ Ukraine (1)	Chin, Karen, Kachin, Tavoyan
2011	16	17 (baby born pre- arrival)	Burmese ➲ Malaysia	Chin

UNHCR Submission categories considered for resettlement

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☑ Medical needs
☑ Women and girls at risk
☑ Family reunification
☑ Children and adolescents at risk
☑ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)

☑ **Emergency** *max. 7 days between submission and resettlement*
☑ **Urgent** *within 6 weeks between submission and resettlement*
No sub-quotas established. Urgent and emergency cases are accepted outside of the annual quota.
☑ **Normal** *within 12 months between submission and resettlement*

Czech Republic's Resettlement Programme

Legal Basis & Background

In 2008, the Czech government officially adopted the 'National Resettlement Programme Strategy', which sets out the framework for the implementation of resettlement activities in the Czech Republic. The Strategy defines the scope of resettlement activities, outlining the legal framework for resettlement activities, specifying selection criteria, and describing all stages of the resettlement process and the role of all stakeholders. The

Strategy was approved together with a pilot resettlement programme, designed to provide an opportunity to test and develop Czech approaches to resettlement. The initial programme focused on Burmese refugees in South East Asia, reflecting the historic importance of human rights in Burma within the Czech Republic's foreign policy priorities set during Vaclav Havel's presidential term. Subsequent programmes have continued to focus on Burmese refugees, and the Czech government now considers resettlement to be a regular and ongoing activity.

The national legal instrument that defines the criteria for granting refugee status on the territory of the Czech Republic is the Asylum Act (Act No. 325/1999 coll. on Asylum), the latest amendments to which entered into force on 1 January 2011. Under Section 90 of the Act, asylum can be granted to an alien recognised as a refugee under the mandate of UNHCR. This provision provides the legal basis for resettlement. The decision to resettle in a specific year is made via an annual governmental decision that regulates the geographical scope, quota and financing mechanism. Cooperation with UNHCR is further specified in a subsequent bilateral international agreement between the Czech government and UNHCR made on 10 April 2009. Amendments to the Asylum Act expected to enter in mid-2013 changed some legal aspects of the resettlement process, mainly concerning the issue of travel documents for refugees to be resettled to the Czech Republic.

Resettlement Criteria

Basic criteria

- A refugee must be recognised as such according to the 1951 Convention on Refugee Status.[7]
- If the criteria for granting refugee status under 1951 Convention have not been met, granting asylum for humanitarian reasons or for the purposes of family reunification might be considered.

Criteria related to integration

- The willingness of individual refugees to be resettled to the Czech Republic and to take steps to integrate into Czech society are both considered in the selection process.

Identification and Selection

The National Resettlement Programme Strategy provides for the possibility to select refugees based on dossier submissions from UNHCR including urgent and emergency cases. For normal priority cases, selection missions are carried out

7 The requirement for refugee status may be waived in emergency cases where UNHCR has not finalised refugee status determination procedures due to conditions in the country of asylum. Those resettled under such conditions will go through the formal refugee status determination process in the Czech Republic.

by representatives from the Ministry of the Interior and Refugee Facilities Administration. Missions are composed of resettlement interviews, social interviews and cultural orientation training. Carried out by a representative from the RFA (an agency of the Ministry of the Interior), social interviews collect information on refugees' social and cultural backgrounds - social habits, family dynamics, languages spoken, level of literacy and so on - which is used to prepare targeted post-arrival assistance in the Czech Republic. Final decisions are taken by the Ministry of the Interior, and processing time from final selection decision to departure takes a minimum of 2-3 weeks and usually no longer than 3 months.

Refugee Status, Permanent Residency & Citizenship

Czech authorities cannot grant asylum to persons outside of Czech territory, so resettled refugees must formally apply for international protection on arrival into the Czech Republic. Refugee status is granted to all resettled refugees within a week after their arrival. Resettled refugees, as those recognised as refugees via the asylum system, are then granted permanent residence in the Czech Republic.

Naturalisation as a Czech citizen generally requires 5 years legal permanent residence, payment of public health insurance contributions, no criminal record and proficiency in the Czech language. The residency requirement can technically be waived for refugee applicants, although this does not happen uniformly. In June 2013, the Czech Republic passed a new citizenship law that makes several changes to the existing naturalisation process, including removing the bar on dual citizenship, introducing more stringent and formal tests on socio-political and historical aspects of the Czech Republic, and imposing new economic independence and 'good character' tests. Applicants are also required to demonstrate B1 level[8] Czech language.

Family reunification

Besides the married partners, children under 18 and parents of children under 18, other family members who are eligible for family reunification include unmarried partners (including same-sex partners). No other conditions are imposed.

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of

8 Common European Framework of Reference for Languages

refugees in order to prepare for their arrival?

☑ Sharing of information gathered during Cultural Orientation (CO)
Information on particular needs and vulnerabilities gathered during 'social interviews' is shared with actors at reception centres to support reception planning.

☑ Other: The majority of planning for reception in municipalities takes place post-arrival, when refugees are living in the IAS (see below).

Pre-departure

☑ **Cultural Orientation**
Prior to 2012, pre-departure CO was carried out by a representative of the Refugee Facilities Administration (RFA). In 2012, the Ministry of the Interior invited the NGO Burma Centre Prague (BCP) to provide a 2.5-day CO course (12-13 hours) on-site in Kuala Lumpur for Burmese refugees selected for resettlement to the Czech Republic. This pilot classroom-based programme covered information on refugees' legal status in the Czech Republic, housing and money management, Czech culture and customs, and opportunities to learn Czech and find employment. The pilot CO programme also included the screening of a film made by BCP about the integration experiences of previously resettled refugees from Burma in the Czech Republic. The Czech government on the future approach for the CO programme according to the target group.

☑ **Medical Exam:** IOM

☑ **Travel arrangements:** IOM

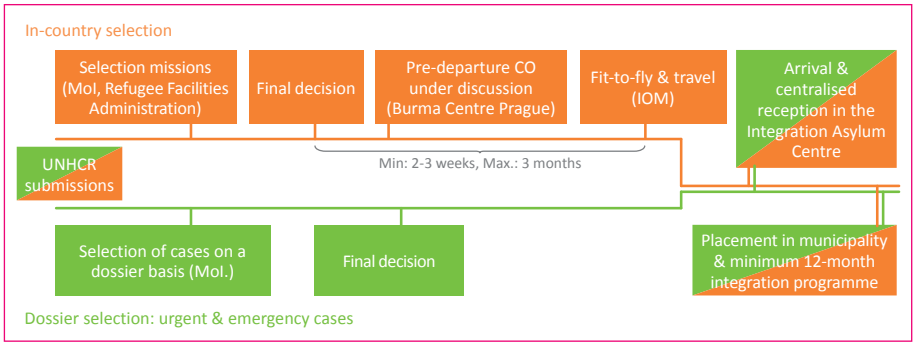
Integration in Practice

Reception

Upon arrival, refugees are welcomed by representatives from IOM, the section of the Czech Department for Asylum and Migration Policy responsible for entry procedures and the RFA. Refugees are directly accompanied to the Integration Asylum Centre (IAS) where they stay for approximately 6 months before moving to municipalities. The IAS is operated by the RFA.

Placement policies

Participation of municipalities in the resettlement programme is voluntary. While refugees are still in the IAS, the Ministry of the Interior approaches mayors and local councils, focusing on small to medium-sized municipalities. Municipalities that receive resettled refugees must provide them with municipality-owned housing (known as 'integration flats'), and receive a lump sum payment equivalent to €25-30,000



(final amount dependent on the size of the family that is received) to make investments that will benefit the local community, for example by improving public infrastructure. Additional funds are provided for basic furnishings and renovations for 'integration flats', and the provision of social assistance for refugees during the first 6 months after their arrival into the municipality. Coordination meetings involving the Ministry of the Interior, relevant NGOs, the chosen municipality, schools and other civil society stakeholders are held prior to refugees' arrival to plan local reception and integration.

Integration services & support

Length: minimum 12 months.

The post-arrival integration programme begins during the refugees' 6-month stay in the IAS, during which time adult refugees attend 400 hours of intensive Czech language classes and a cultural and social orientation course, and children attend local schools.

After this period, refugees travel directly to the 'integration flat' in their assigned municipality. 'Integration flats' are rented at a fixed rate and are guaranteed for a period of 5 years. Social guidance, including language-learning and employment assistance, is available for 6 months within the receiving municipality as part of the mainstream State Integration Programme (SIP) available to all migrants. Resettled refugees are eligible to receive the same financial welfare assistance as other Czech citizens and permanent residents.

The level and type of social guidance provided to resettled refugees varies considerably between municipalities. Receiving municipalities often designate 'starter jobs' for refugee adults within municipal services or functions that do not require advanced knowledge of the Czech language, and that enable some degree of economic self-sufficiency and participation for families early in the resettlement process.

Burmese refugees learning Czech in Ralsko/UNHCR/L.Taylor

Language tuition in municipalities is provided by specialist NGOs funded via the ERF, and is far less intensive than tuition in the IAS. Some municipalities have worked with NGOs to provide long-term language tuition (post-12 months) that responds to the needs of particular refugees, for example by providing home-based Czech language tuition for adults taking care of young children.

In organising integration assistance, municipalities work in partnership with national NGOs including the Association of Citizens Assisting Migrants (SOZE), the Organization for Aid to Refugees (OPU) and Burma Centre Prague (BCP). BCP also assists with interpreting, and acts as a 'cultural mediator' between the refugees and municipalities, NGOs and other service providers.

NGO assistance for resettled refugees may continue past the initial 12-month period provided for by the resettlement programme. Such activities are generally resourced via the ERF.

INTEGRATION IN FOCUS: Raising awareness in local schools

Brandýs nad Labem-Stará Boleslav, a municipality close to Prague, received a family of resettled refugees from Burma in 2009. The family included 2 girls of school age, and the local school decided to prepare its staff and pupils for the new pupils' arrival. The school organised a series of lectures and workshops about the situation in Burma, including the violations of human rights that had prompted refugees to flee, information about

who refugees from Burma are, and refugees' lives and circumstances in countries neighbouring Burma. The pupils prepared invitation files for their new classmates containing useful information about the school. This information, and the awareness of staff and pupils about why the family had come to the Czech Republic, helped the Burmese girls to feel immediately welcome, oriented and respected in their new school environment. Today, both girls are fully integrated into school life and are amongst its highest achieving pupils.

Use of the European Refugee Fund (ERF)

Persons resettled using 2012 ERF funding

- ☐ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☐ Unaccompanied minors
- ☑ Women and children at risk: particularly from psychological physical or sexual violence or exploitation
- ☑ Persons with serious medical needs that can only be addressed through resettlement

Pledges made to resettle under ERF specific categories for 2013

- ☐ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☑ Women and children at risk
- ☐ Unaccompanied minors
- ☐ Survivors of torture and violence
- ☑ Persons with serious medical needs that can only be addressed through resettlement
- ☑ Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs

Pledges made to resettle under new ERF resettlement common EU priorities for 2013

- ☐ Congolese refugees in the Great Lakes Region
- ☐ Refugees from Iraq in Turkey, Syria, Lebanon, Jordan
- ☐ Afghan refugees in Turkey, Pakistan, Iran
- ☐ Somali refugees in Ethiopia
- ☑ Burmese refugees in Bangladesh, Malaysia and Thailand
- ☐ Eritrean refugees in Eastern Sudan

Evaluations

No formal evaluation of the Czech Republic's resettlement programme has been carried out. In a 2012 presentation on the programme, the Czech government identified strong cooperation between local and national governmental actors and NGOs as a positive aspect of the programme,

and highlighted language-learning and employment as particular challenges in the Czech context.

Strengths and Challenges

Strengths

- The Czech government has heavily invested in developing and implementing the resettlement programme, and has positively influenced public discourse on resettlement by linking the programme to humanitarian aspects of both foreign and migration policy.
- Local authorities and NGO stakeholders are actively involved in the programme. The NGO Burma Centre Prague is one of the few ethnic associations that is directly involved in a national resettlement programme in Europe.
- Municipalities invest significant time and resources in offering a welcoming community and in building support for resettlement amongst local populations.

Challenges

- Learning Czech is challenging. Both resettled refugees and NGOs consider that the language instruction available to refugees after the 6-month stay in the IAS is insufficient, particularly for those with low or no literacy in their first language, and a lack of Czech language proficiency has in some cases impacted negatively on the social and economic integration of resettled refugees.
- The availability of housing drives placement decisions, and refugees have subsequently been spread across fairly disparate locations across the country. Resettled families have therefore had few opportunities to meet up with one another.
- There is no strong culture of volunteering in the Czech Republic, and direct involvement of local communities in the integration of resettled refugees is therefore quite limited.

New Developments

At the time of writing, and after four years of involvement in refugee resettlement, the Czech government is drafting amendments to the 'National Resettlement Programme Strategy'.

Denmark at a glance

- **Population:** 5 580 516
- **GDP (per capita):** 125 PPS (available for 2011 only)
  PPS=Purchasing Power Standard, based on the EU 27 average of 100
- **Asylum applications total :** 6 045
- **Positive decisions (refugee status, subsidiary protection and humanitarian reasons):** 1 695

2012 data, published by Eurostat in May 2013

The Danish resettlement programme at a glance

Resettlement quota and actors

Start of annual quota: 1979

Current quota: approximately 500 per year. 3-year flexible quota of 1,500 in place since July 2005 enables unused places to be carried over from year to year within a 3-year period. The current flexible quota period runs from 2011 to 2013.

Main national actors: Danish Immigration Service (DIS), Ministry of Justice, municipalities, Danish Refugee Council (DRC).

Resettlement numbers

YEAR	ACCEPTED	ARRIVALS[9]	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS
2013 *anticipated*	516		Bhutan ➲ Nepal, DR Congo ➲ Uganda, Colombia ➲ Ecuador
2012	468		Bhutan ➲ Nepal, Burma ➲ Malaysia, Colombia ➲ Ecuador
2011	516		Bhutan ➲ Nepal, Burma ➲ Malaysia, DR of Congo ➲ Zimbabwe
2010	494		Bhutan ➲ Nepal, Burma ➲ Malaysia, DR of Congo ➲ Kenya
2009	452		Bhutan ➲ Nepal, Burma ➲ Malaysia, DR of Congo ➲ Rwanda

9 Arrivals are not recorded in national statistics

UNHCR Submission categories considered for resettlement

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☑ Medical needs
-30 cases under the Twenty-or-More (TOM) programme
☑ Women and girls at risk
☑ Family reunification
- outside the quota
☑ Children and adolescents at risk
☑ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)

☑ **Emergency** *max. 7 days between submission and resettlement*
☑ **Urgent** *within 6 weeks between submission and resettlement*
- around 75 cases are allocated to emergency and urgent dossiers under the current quota
☑ **Normal** *within 12 months between submission and resettlemen*t

The resettlement quota is divided into four subquotas:

- Geographical category - approximately 395 places per year, primarily for refugees offered resettlement following in-country selection missions.
- Emergency and urgent category - approximately 75 places per year reserved for refugees who are at immediate risk of refoulement and/or assault in the country of asylum.
- Medical category - 30 places[10] under the UNHCR Twenty-or-More (TOM) programme for refugees with special medical needs.
- Families category - family members accepted on a dossier basis who are accompanying a person accepted under the Twenty-or-More programme. Family members arriving in this category are counted in the geographical quota.

10 In 2009 the Danish TOM programme was increased from 20 to 30 places.

Denmark's Resettlement Programme

Legal Basis

Although Denmark has been involved in resettlement since 1956, the Danish resettlement programme was officially established in 1979. Section 7 of the Danish Aliens Act provides the legal basis for refugee status eligibility in Denmark. Section 8 (1-3) stipulates that a residence permit can be issued to a foreigner who arrives under an agreement made with UNHCR (or similar international organisation), and sets out the specific criteria that persons must fulfil for a permit to be issued. This section thus provides the legal basis for the Danish resettlement programme.

Resettlement Criteria

Basic Criteria

To qualify for resettlement to Denmark, the person must be recognised as a refugee according to the 1951 Convention on Refugee Status and the associated criteria set out in the national legislation. It is a precondition that resettlement to Denmark takes place based on an arrangement with UNHCR or a similar international organisation. Some criteria set out in the asylum legislation are not applied to emergency, urgent and medical cases or to those resettled under strategic resettlement operations.

Resettlement can also be offered to persons who would otherwise be able to obtain a residence permit in Denmark, such as those with humanitarian needs (for example persons who are seriously ill) or Unaccompanied Minors (UAMs). Denmark operates clauses that may exclude refugees from resettlement, based on article 1F of the 1951 Convention, including if persons constitute a threat to national security/public order and/or have committed a criminal offence. Persons with mental illness are not usually accepted for resettlement to Denmark.

Criteria related to integration

Denmark was the first European country to introduce criteria related to integration into the resettlement selection process. The following integration criteria are being applied:

- Language and literacy - a refugee should be literate, although illiteracy alone is not a reason for exclusion. Multilingual refugees may be given priority.
- Education and employment - those with educational qualifications or employment experience may be prioritised.
- Families with children - considered to integrate more easily than single people and so may be prioritised.

- Family unity - considered as highly important to maintain even where all members of a family do not meet other supplementary criteria.
- Social networks outside the family in the country of asylum - sociability in country of asylum may be considered as a positive indication of integration potential.
- Age - single persons who are very old or very young are considered to integrate less easily, and may therefore be excluded.
- Motivation to integrate - the individual refugee's motivation for successful integration is of central importance. Before a final decision on resettlement is made, the refugee must sign a declaration[11] that he/she has been informed of the conditions for resettlement in Denmark, and that, based on this, he or she wishes to be resettled. The declaration states the refugee's willingness to integrate into Danish society, to learn the Danish language, and to participate in and complete a post-arrival integration course. Refugees also sign to confirm that they understand the limited access to family reunification for refugees in Denmark, and the level of financial and other aid offered by the Danish government.

11 Danish Immigration Service, Declaration regarding the conditions for resettlement (residence permit) in Denmark https://www.nyidanmark.dk/.../ee5_conditions_for_resettlement.doc

Integration criteria are not applied to emergency, urgent and medical cases, or those resettled under strategic resettlement operations. Integration criteria are applied to families as a whole - each individual within a family is not required to meet the criteria.

After a loss for the Right in the Danish parliamentary elections of 2011, the new government announced plans to abolish the integration criteria for resettlement. At the time of writing however, there have been no changes to this effect.

Identification and Selection

Every year the Minister of Justice decides on the overall allocation of places and the geographical priorities for the Danish quota. All submissions for resettlement are made by UNHCR. The majority of the refugees to be resettled are identified during 2-3 selection missions each year, during which the Danish Immigration Service (DIS) and the Danish Refugee Council (DRC) interview refugees.

Denmark and Iceland are the only two European countries where NGOs participate directly in selection missions. Municipalities can participate in selection missions by delivering CO programmes, but must finance their own participation. Persons resettled as emergency/urgent cases and TOM

medical cases are selected by DIS based on dossier submissions from UNHCR. The DRC does not participate in dossier selection.

For cases selected during selection missions, processing time from submission to arrival in Denmark may take 5-6 months. Normal priority dossier cases average 3 months between submission and arrival.

Refugee Status, Permanent Residency & Citizenship

Refugees accepted for resettlement receive refugee status or other protection status included in section 8 of the Danish Alien Act. On arrival into Denmark, all refugees are given a 6-month temporary residence permit, which is automatically extended for further 6-month periods for up to 5 years from the date of entry. After 5 years, refugees must apply for further extension of temporary residence. Refugees are entitled to take up employment immediately upon their arrival.

All refugees in Denmark can apply for permanent residence after 5 years legal residence in the country. Applicants for permanent residence must not have received certain types of public benefits for a period of 3 years prior to submitting the application, have submitted a signed declaration of integration and active citizenship, have passed a Danish language test level 1 or higher and have held regular full-time employment or have been involved in an education programme in Denmark for at least 3 of the 5 years residency.[12] Refugees may be exempt from general requirements after 8 years of residency in Denmark.

Denmark requires the longest period of residency in the EU - 8 years - before an application for citizenship is permitted. Citizenship applicants are required to pass level 2 of the national Danish language test.[13]

Family Reunification

Refugees in Denmark may under certain circumstances be granted family reunification with their spouse, registered/cohabiting partners and unmarried children.

The following general requirements apply for the family reunification applicant residing in Denmark:

- At least 24 years old.
- Not dependent on public benefits.
- In employment or education.
- Passed national Danish language test Level 1.

12 Other general requirements include:
- Qualifying for temporary residence
- Being over the age of 18
- No criminal record;
- No overdue public debt

13 The national framework for Danish language learning is set by the Danish Agency for Labour Retention and International Recruitment.

- Demonstrating 'tilnytningskrav' (attachment to Denmark).

The extent to which general family reunification requirements are applied depends on whether the individual(s) joining the family member still risk(s) persecution in the country of origin or asylum. For example, as a general rule children joining family members must be younger than 15 years, but this may be extended to 18 years in high risk cases.

General family reunification cases are not included in the resettlement quota.

Resettlement in practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

☑ Briefing stakeholders after selection through missions or dossiers
DIS informs municipalities and NGOs (DRC, Church Integration Service (KIT), Red Cross) of the arrival of new groups and discusses findings during selection missions.

☑ Forwarding pertinent information from Refugee Referral Form (RRF) to municipalities
Refugees sign a release that allows DIS to transfer RRF data on special needs to municipalities. Information concerning the asylum claim is not included in this communication.

☑ Sharing of information gathered during Cultural Orientation (CO)

How is information transferred for specific needs (medical or other)?

- Transferred to the municipality via the RRF, as above.

Pre-departure

☑ **Cultural Orientation**: A 5-day pre-departure CO programme is delivered by DIS and language instructors directly after each selection mission. The programme provides 10 lessons on Danish society and 10 Danish language lessons.

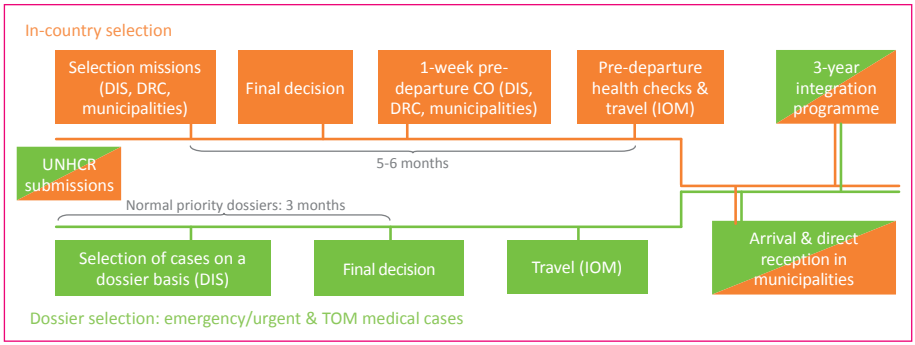
☑ **Medical Exam**: IOM fit-to-fly assessments

☑ **Travel arrangements**: IOM

Integration in Practice

Reception

Refugees arriving at Copenhagen airport are welcomed either by the Danish Immigration Service (DIS) or the receiving municipality. Those arriving at other airports are welcomed by the receiving municipality.



Placement policies

To ensure an even dispersal of all refugees throughout the country, refugees (both resettled and others) are assigned to municipalities according to a distribution key. For resettlement, the host municipality is identified by DIS according to available quota, local integration capacity and the personal profiles of refugees (social network, education, employment skills and any special needs). DIS discusses potential cases for resettlement with the municipality before placement is confirmed. Many municipalities that receive resettled refugees have done so for several years, and have participated in briefings, selection mission or CO sessions. Many subsequently offer expertise in dealing with specific refugee profiles and/or groups. Financial support is provided by the central government to the municipalities.[14]

Most refugees are resettled to smaller municipalities in the more rural part of the country, where housing is more readily available and less expensive. Refugees can move between municipalities, but the prospective receiving municipality must accept the financial responsibility of the integration programme, including payment of the individual cash allowance, for the refugee(s) in question before the move takes place (see below).

Integration services & support

Length: 3 years

Components: The 1999 Integration Act provides guidelines for integration for all newly-arrived foreign nationals in Denmark. The municipality is responsible for providing housing, which comprises a mixture of social and private housing. All newly-arrived refugees and any family members arriving via family reunification must participate in a 3-year mandatory introduction programme. The municipality organises all

14 Support received by municipalities for resettlement-related activities is included in overall financial distribution from central government to municipalities, and exact amounts for resettlement are therefore not known.

Burmese refugees working at the Danish Crown factory in Fåborg Midtfyn/ICMC/2012

phases of the programme although it often contracts NGOs or other private organisations to implement activities. The Danish Refugee Council (DRC), the Danish Red Cross and KIT are the principal NGOs assisting refugees in the integration process. The DRC is particularly involved in resettlement via government contracts at both a national and municipal level, in addition to coordinating a national network of volunteers assisting refugees.

Integration assistance in Denmark begins with the creation of an integration contract based on an assessment of the person's particular skills. The integration programme includes a minimum of 30 hours of activities a week comprising 15-18 hours per week[15] Danish language classes, courses on Danish society and employment advice. Refugees are placed in one of three language classes depending on their language ability and educational background.

During the introduction programme and until employment is found, resettled refugees and their reunified family are entitled to a cash benefit from the Danish Social Services the same as that received by Danish nationals. The cash benefit may be reduced if a refugee fails to participate in the integration programme. Refugees risks reduction or termination in their financial allowance and the interruption of the integration programme if he/she moves to a different municipality without the approval of the new local authority, potentially also jeopardising a grant of permanent residency in the future.

15 There is no precise limit in terms of hours mentioned in existing legislation. In May 2013, the government agreed to extend the period during which free Danish language classes could be attended from 3 to 5 years, but this decision had not been implemented at the time of writing.

INTEGRATION IN FOCUS:
Network families

The Danish Refugee Council's volunteer network matches refugee families with a Danish 'network family' that can provide both practical and social support in refugees' everyday lives. The network family functions as a kind of 'good neighbour' providing friendship, support and information on various aspects of Danish culture, systems and society. They assist refugees in learning to get around in Denmark, to navigate the extensive associations and organisations in Denmark, understand educational options, deal with the authorities and access the job market. While network families decide how often they want to meet with the refugee family they are matched with, DRC stipulates that they find time for their refugee family at least twice a month. If the family has just arrived in Denmark, DRC may ask for more contact during the initial reception period. Additionally, network families are expected to be available to answer questions by telephone or e-mail. DRC has published an information brochure providing advice and guidance on how to become a network family.

Use of the European Refugee Fund (ERF)

Under the 1992 Edinburgh Agreement, Denmark agreed several 'opt-outs' - or exceptions - to the Maastricht Treaty, including in the area of Justice and Home Affairs. As such, Denmark does not participate in the European Refugee Fund (ERF).

Evaluations

While there is no overall evaluation of the Danish resettlement programme or the integration of resettled refugees, several studies on refugee integration practice and outcomes have been completed.

In May 2011, the Ministry of Refugee Immigration and Integration published a study on good practices in refugee reception in municipalities[16] for use as a tool to disseminate practice and share recommendations to those working on integration at the local level across Denmark.

Also in 2011, the Danish Research Centre for Migration, Ethnicity and Health, the Department of Public Health and the University of Copenhagen carried out a thematic evaluation of

16 Ministry of Refugees, Immigration and Integration, (May 2011) 'The good reception of refugees in municipalities', May 2011

health outcomes for resettled refugees in Denmark.[17] Based on outcomes of surveys in all Danish municipalities that had received resettled refugees since 2007, the study found that around 70% of municipalities had no specific healthcare policy for the reception and long-term integration of resettled refugees. By contrast to asylum seekers, who can access healthcare at reception centres, resettled refugees travel directly to municipalities and receive the large part of their support from caseworkers who are not health professionals. Health outcomes for resettled refugees therefore varied considerably, and the risk that the healthcare needs of resettled refugees would in some circumstances not be met was considerable.

Strengths and Challenges

Strengths:

- The Danish programme is characterised by close cooperation and coordination among government, local authorities and NGO stakeholders, with clear definition of tasks and division of responsibilities among actors in both the pre-departure and post-arrival phases.
- The Danish programme consistently fills all places within the quota, in large part because of strong cooperation and partnerships, and also because municipalities are obliged to receive resettled refugees and the three-year quota model provides flexibility to fill unused places from year to year.
- The Danish quota responds efficiently to urgent and emergency protection needs, and enables refugees with specific medical needs to access life-saving treatment in Denmark.

Challenges:

- Resettled refugees are not granted permanent residency on arrival into Denmark, and the challenging language requirement for obtaining permanent residency due to language requirements causes many refugees to remain as temporary residents for long periods.
- The integration of newcomers in Denmark has become highly politicised in recent years, and negative perceptions in this regard have created challenges for integration policy and for individual integration in some municipalities.
- Balancing placement of refugees in areas where housing is available with those where there are opportunities

17 Hanne W. Frederiksen, Allan Krasnik & Marie Nørredam 'Policies and practices in the health-related reception of quota refugees in Denmark', in Danish Medical Journal (Dan Med J 59/1), January 2012

for employment and/or higher education is challenging in the current context. Employment opportunities are also very limited for refugees who are illiterate and/or who have limited educational experience or vocational skills, and the financial crisis has further depleted their availability.

active citizenship. Municipalities must also offer a preliminary health and mental health examination/evaluation for all newly arrived refugees and their families within 3 months of arrival, and follow up on the outcomes of the examination as needed. The evaluation should look at both physical and mental health.

New developments

Planned changes in the national approach to integration in Denmark were foreseen as part of the 2011 government's general plans for reform, which set out revisions in the field of immigration and integration, including the rules on eligibility for family reunification, permanent residence and nationality. The government has since implemented a number of amendments to both the Aliens Act and the Integration Act, including new rules for family reunification, permanent residence and naturalisation, and mainstreaming social support for 'foreigners' (including resettled refugees) into the general social security system. From July 1st 2013, municipalities must provide all refugees and their family members with an Integration Plan, covering social initiatives and healthcare, school and education for children in the family, Danish language tuition, employment promotion and activities aiming to encourage and strengthen

Finland at a glance

- **Population:** 5 401 267
- **GDP (per capita):** 114 PPS (available for 2011 only)
  PPS=Purchasing Power Standard, based on the EU 27 average of 100
- **Asylum applications total:** 2 905
- **Total decisions reached in 2012:** 3 090
- **Positive decisions (refugee status, subsidiary protection and humanitarian reasons):** 1 555

2012 data, published by Eurostat in May 2013

The Finnish resettlement programme at a glance

Resettlement quota and actors

Start of ad-hoc programme: 1979
Start of annual quota: 1985
Current quota: 750
Main national actors: Ministry of the Interior, Finnish Immigration Service (MIGRI), Security Police, Ministry of Employment and the Economy, Centre for Economic Development, Transport and Environment (ELY)[18], municipalities, Finnish Red Cross.

Resettlement numbers

YEAR	ACCEPTED	ARRIVALS	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS
2013 *anticipated*			Afghan ➲ Iran (200); Afghan, Iraqi, Iranian, Somali ➲ Turkey (150); Congolese ➲ Southern Africa (Malawi & Zambia) (150); Sudanese ➲ Egypt (150); Emergency ➲ various (100)
2012	734	689	Afghan ➲ Iran & Turkey (192); Congolese ➲ Rwanda (165); Afghan, Somali, Iranian, Iraqi ➲ Turkey (143); Burmese, Sri Lankan, Chinese, Pakistani, Somali ➲ Thailand (132); Emergency ➲ various (102)

18 The Centres for Economic Development, Transport and the Environment (ELY Centres) are responsible for the regional implementation and development tasks of the central government.

YEAR	ACCEPTED	ARRIVALS	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS
2011	626	460	Afghan ➲ Iran (265); Burmese, Sri Lankan, Chinese, Pakistani, Somali ➲ Thailand (169); Congolese ➲ Rwanda (92); Emergency ➲ various (100)
2010	634	571	Afghan ➲ Iran (153); Burmese, Sri Lankan, Pakistani ➲ Thailand (147); Iraqi ➲ Syria (145); Congolese ➲ Rwanda (126); Emergency ➲ various (63)
2009	727	627	Iraqis&Palestinians ➲ Syria& Jordan (327); Congolese ➲ Rwanda (151); Burmese, Sri Lankan ➲ Thailand (149); Emergency ➲ various (100)

UNHCR Submission categories considered for resettlement

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☑ Medical needs
☑ Women and girls at risk
☑ Family reunification
☑ Children and adolescents at risk
☑ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)

☑ **Emergency** *ax. 7 days between submission and resettlement*
☑ **Urgent** *within 6 weeks between submission and resettlement*
-100 cases are allocated to emergency and urgent submissions.
☑ **Normal** *within 12 months between submission and resettlement*

Finland's Resettlement Programme

Legal Basis

Section 90 of the 2004 Finnish Aliens Act defines the 'refugee quota' and procedures for resettlement. Section 91 of the Act empowers the Ministry of Interior to determine on annual basis which refugees will be resettled to Finland, and resettlement criteria and eligibility are set out in Section 92. The annual quota is confirmed in the annual state budget.

Resettlement Criteria

Basic criteria

- The refugee is in need of international protection with regard to his or her home country.
- The refugee is in need of resettlement from the first country of asylum.
- The requirements for admitting and integrating the alien into Finland have been assessed.
- There are no obstacles to issuing a residence permit in terms of public order, security, health or Finland's international relations.

Criteria related to integration

During the selection process, the Finnish government assesses both refugees' individual and group potential for integration, and the capacity of participating Finnish municipalities to meet the integration needs of refugees.

Factors that are taken into account in the assessment of individual potential for integration into Finnish society include:

- the educational background of all family members (including literacy and knowledge of the Latin alphabet);
- employment experience;
- health status; and
- the effect that resettlement might have on individual refugees.

A lack of integration potential does not preclude resettlement as such if other factors - such as the need for international protection or for resettlement - favour the selection of particular refugees. Assessments of individual 'integration potential' aim to effect the selection of as 'balanced' a group as possible. Each group should include persons who wish to function as a resource person for their community, and who have expressed an acceptance of this role and demonstrated their potential to fulfill it at the selection interview.

An assessment of the integration capacity of both of the municipalities considers available services and their ability to respond to the needs of refugees, the presence of similar communities and social networks,

the presence of support or 'resource' persons, and of family members and/or relatives. The outcomes of this assessment also influence placement decisions of those refugees finally selected for resettlement.

Identification and Selection

The Ministry of Interior, in cooperation with the Ministry for Foreign Affairs and the Ministry of Employment and Economy, prepares an annual proposal for the refugee quota. The final decision on the quota rests with the Ministry of Interior.

Up to 100 emergency cases are selected on dossier basis. The remainder of cases (650) are selected during selection missions. The Finnish Immigration Service (MIGRI) organises selection missions, which also may include representatives from the receiving municipality, and potentially include an integration expert from a municipality or an ELY Centre. Security police may accompany selection missions, and MIGRI funds all travel expenses.

Security checks and final selection decisions take place after the delegation's return to Finland. MIGRI makes final decisions on all resettlement submissions, and decisions cannot be appealed. For normal priority cases, processing time from submission to decision is approximately 2 months. Emergency cases are processed within 5 working days.

Refugee Status, Permanent Residency & Citizenship

Resettled refugees are granted refugee status in Finland and receive a residence permit on arrival. Residence permits are granted for 4 years, after which resettled refugees may apply for Finnish citizenship. Applicants for citizenship are required to demonstrate a satisfactory knowledge (level 3 of the Finnish National Foreign Language Certificate[19]) of written and oral Finnish or Swedish. Illiterate applicants may be exempted from the language requirement, although must demonstrate either a basic understanding of Finnish or Swedish[20] or regular participation in a language class. Those whose citizenship applications are not accepted after 4 years residency may apply for a 4-year extension of their residence permit, which then becomes a permanent residence permit.

Family reunification

In addition to married partners, children under 18 and parents of children under 18, unmarried partners (including same-sex partners) are also eligible for family reunification if:

19 Equivalent to level B1.1 and B1.2 of the Common European Framework for Languages

20 The official languages of Finland are Finnish and Swedish.

- they have cohabited for at least 2 years; or
- have a child together; and
- are in a 'marriage-like' partnership.
- Relationships must be proven either with identity documents, other documentary evidence or (in the case of parent-child relationships) DNA tests. There is no requirement to demonstrate sufficient income to support joining family members.

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

☑ Forwarding pertinent information from Refugee Referral Form (RRF) to integration actors

A copy of the RRF and any associated documentation (such as medical documents or a Best Interest Determination (BID) for Unaccompanied Minors) is sent to the receiving municipality ahead of refugees' arrival. Where refugees are interviewed during selection missions, RRFs that are sent to municipalities also include interviewer notes.

☑ Other: Integration experts assess refugees' integration potential during selection interviews (see 'Resettlement criteria' above) and record their comments and recommendations. MIGRI forwards this information to the receiving municipality.

Pre-departure

☑ **Cultural Orientation (CO):** During 2004-10, refugees selected via selection missions received a 3-day CO programme (FINCO) delivered by IOM, covering practical information about Finland, refugee rights and responsibilities, resettlement travel and reception procedures and basic Finnish phrases. FINCO was not delivered in 2011-12. At the request of MIGRI, IOM is currently developing a new FINCO to be delivered later in 2013.

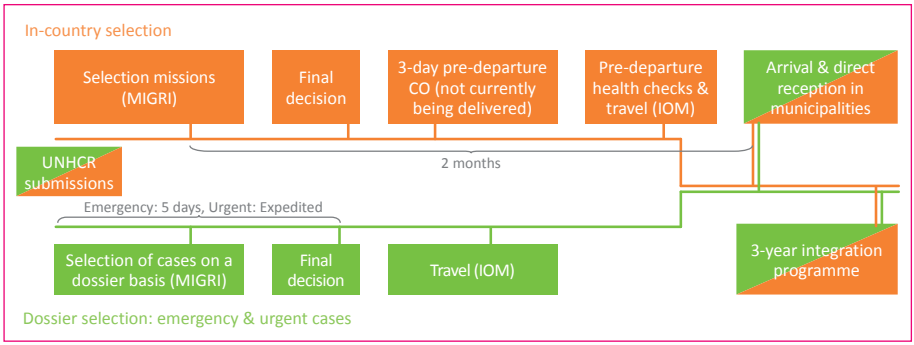
☑ **Medical Exam:** Agreement between the Finnish government and IOM, under which IOM performs fit-for-travel examination as necessary and/or requested.

☑ **Travel arrangements:** IOM

Integration in Practice

Reception

Volunteers trained by the Finnish Red Cross welcome refugees at the airport



and accompany them to the receiving municipality.

Placement policies

Municipalities voluntarily agree to receive a specific number of refugees each year, including both resettled refugees and those granted protection through the asylum system. Receiving refugees requires political approval from local councils. To date 140 Finnish municipalities have received resettled refugees. ELY Centres - regional administrative authorities for employment and the economy - negotiate refugee numbers, preferred nationalities and reception and integration programmes with municipalities. Since 2009, the total number of resettlement places offered by Finnish municipalities has not been sufficient to fill the annual quota of 750 persons.

MIGRI considers the presence of relatives, similar ethnic groups and/or nationalities and the availability of interpreters when making placement decisions, and places refugees with specific medical needs in municipalities near an appropriate hospital or medical services.

MIGRI pays receiving municipalities a 'calculatory lump sum' per refugee (€6,845 for those under 7 years and €2,300 per year for persons older than 7)[21] to cover costs related to finding accommodation and providing social services, healthcare, specialist psychological counselling, and employment training and support. The maximum reimbursement period for resettled refugees is 4 years, one year longer than for refugees exiting the asylum system. In addition, ELY Centres reimburse municipalities for additional costs relating to receiving refugees with serious medical needs. If refugees move to another municipality, all lump sum and reimbursement payments are reallocated to the new municipality.

21 September 2011 amendment to the 1999 Act on Integration of Immigrants and Reception of Asylum Seekers.

Finnish municipalities are also compensated for the costs of interpreting services, and municipalities receiving unaccompanied minors are reimbursed all costs until the person concerned is 21 years old. MIGRI reimburses the full amount of the individual integration subsidy issued to refugees by receiving municipalities.

Some municipalities still decline to offer places, arguing that payments do not meet the cost of receiving resettled refugees - particularly vulnerable and high needs cases - and that the system for reclaiming costs is too complex and bureaucratic. The wider context for these discussions is the ongoing tension between the national government and some municipalities over planned reforms to local government in Finland.[22]

Additionally, given the lack of places in municipalities, many of those granted refugee status via the asylum system have chosen to arrange their own accommodation rather than waiting in a reception centre until it is allocated to them. This has increased pressure on already scarce housing supply for refugees in larger cities near to reception centres.[23]

22 Since 2012, the Finnish government has been implementing a radical reform of municipalities with the aim of increasing public spending efficiency. Some municipalities are strongly opposed to the reform.

23 In 2012, a monthly average of 400 persons with a residence permit were living in reception centres while awaiting a municipality place, compared to 200 persons in 2011.

Integration services & support

Length: 3 years

The 2011 Act on Integration of migrants, including refugees, emphasises the need to provide integration support as soon as possible after arrival into Finland. The Act also sets targets for proficiency in Finnish and Swedish. Integration services are available to all new arrivals to Finland who have a residence permit.

While all migrants undergo an initial interview assessment to determine if they need an individual integration plan, resettled refugees always receive a plan. For those able to seek employment the plans are drafted by local employment offices and focus specifically on finding employment. For those not likely to enter the labour market in the near future - such as the elderly, those with young children or with disabilities - the integration plan is drafted by municipality social services.

Integration plans outline the activities to be completed during the 3-year period. 'Integration training' as defined in the 2011 legislation forms a central part of each plan, and comprises 60 study units[24] of language-learning and orientation into Finnish society. Follow-up activities can include vocational training, skills development and voluntary work, and in some cases may

24 One study unit is equivalent to 35 hours.

also include short work placements or internships. Civil society organisations often work in partnership with municipalities to provide additional services and activities for resettled refugees, such as the volunteer befrienders assigned to resettled refugees by the Finnish Red Cross.

Refugees and migrants following an integration plan receive a monthly integration subsidy from the receiving municipality that averages €674 per month. Additional financial support is provided to families with children, and the maximum duration of integration subsidy payments for all migrants is 3 years. Refugees who move to another municipality retain their entitlement to an integration subsidy.

Integration in Focus: Participative integration project in Finland

Participative Integration in Finland is a three-year project that ran from March 2010 to June 2013, with the purpose of testing models of integration training for new arrivals in Finland. The framework for the project is set out in the 2011 Act on Integration, and the project had a total budget of €10 million.

The project targets three categories of migrants - jobseekers, those requiring specialist support, and children and adolescents. The University of Jyväskylä's Centre for Applied Language Studies will draw up a project development plan and pilot approaches at the local level (working with municipalities, employment offices and civil society organisations). To date, 10 new approaches have been piloted in 16 municipalities.

Use of the European Refugee Fund (ERF)

Persons resettled using 2012 ERF funding

- ☐ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☑ Unaccompanied minors
- ☑ Women and children at risk; particularly from psychological physical or sexual violence or exploitation
- ☑ Persons with serious medical needs that can only be addressed through resettlement

Pledges made to resettle under ERF specific categories for 2013

- ☐ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☑ Women and children at risk
- ☑ Unaccompanied minors
- ☑ Survivors of torture and violence
- ☑ Persons with serious medical needs that can only be addressed through resettlement

☑ Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs

Pledges made to resettle under ERF resettlement common EU priorities for 2013

☑ Congolese refugees in the Great Lakes Region[25]
☑ Refugees from Iraq in Turkey, Syria, Lebanon, Jordan
☑ Afghan refugees in Turkey, Pakistan, Iran
☐ Somali refugees in Ethiopia
☐ Burmese refugees in Bangladesh, Malaysia and Thailand
☐ Eritrean refugees in Eastern Sudan

HIGHLIGHT: The VIPRO project

The ERF co-financed VIPRO Project was established by the Ministry of Employment and the Economy in October 2012, in response to the declining number of places for refugees offered by Finnish municipalities. The project has 4 key objectives:

- to recommend improvements to the system for reimbursing municipalities' costs for receiving refugees;
- to produce a strategy for improving the refugee reception system at the national and local levels;
- to make recommendations for increasing the availability of psychosocial support for refugees in Finland; and
- to produce a web-based handbook for local refugee reception.

Unaccompanied minor resettled to Finland/Aleksi Malinen

In 2013, the second phase of the project will begin negotiations with relevant stakeholders on how to regulate independent moves from reception centres to municipalities, and explore the status and integration perspectives of unaccompanied minors after the asylum process.

25 The places pledged under this priority are likely to be allocated to Congolese refugees from Southern Africa, namely Zambia and Malawi which are countries included under the common Union priority 'Congolese refugees in the Great Lakes region'.

Evaluations

Although some evaluation studies have been conducted on health, housing or internal migration of immigrants in Finland, including refugees, to date no comprehensive assessment of the Finnish resettlement programme has been completed. Each local integration training course is evaluated on its own terms, and civil society organisations may also conduct periodic evaluations and assessments of their activities for refugees.

Strengths and Challenges

Strengths

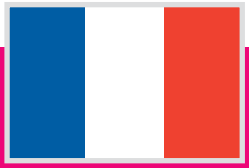
- A strong political commitment to receiving vulnerable groups of resettled refugees within the annual resettlement quota.
- Relatively large numbers of quota places reserved for emergency and urgent cases.
- Political leadership on integration - strong legislative basis for the national programme and allocation of resources for research and pilot projects.

Challenges

- Insufficient places offered by municipalities for resettlement, resulting in an underutilisation of the resettlement quota and increased waiting times in countries of asylum for refugees accepted for resettlement to Finland. These delays impact significantly on the capacity of the Finnish programme to offer protection to urgent and emergency cases.
- No pre-departure CO within the current programme.
- Some resettled refugees have experienced racism and discrimination in Finnish municipalities.

New Developments

The VIPRO Project (see 'Highlight', above) has been extended until May 2014.



France at a glance

- **Population:** 65 327 724
- **GDP (per capita):** 108 PPS (available for 2011 only)
  PPS=Purchasing Power Standard, based on the EU 27 average of 100
- **Asylum applications total:** 60 560
- **First instance positive decisions (refugee status and subsidiary protection):** 8 655

2012 data, published by Eurostat in May 2013

The French resettlement programme at a glance

Resettlement quota and actors

Start of annual quota: 2008

Current quota: 100 dossier cases[26] per year[27]

Main national actors: Ministry of Interior, Ministry of Foreign Affairs, French Office of Immigration and Integration (OFII), French Office for Protection of Refugees and Stateless Persons (OFPRA), Forum Réfugiés-Cosi (FRC), France Terre d'Asile (FTDA), Adoma, Entraide Pierre Valdo, ISARD-COS, selected regional and local authorities.

Resettlement Numbers

YEAR	DOSSIERS SUBMITTED	ACCEPTED (NR. OF PERSONS)	ARRIVALS - ANNUAL RESETTLEMENT PROGRAMME (AT 06/01/13)	TOTAL ARRIVALS PER YEAR (ALL ANNUAL PROGRAMMES INCLUDED)	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS
2013 *anticipated*	100	Processing ongoing	No arrivals at the time of writing	50	Varied caseload
2012	115	Processing ongoing	689	90	Varied caseload

26 The quota refers to 100 'cases' rather than persons - a 'case' can refer to one person or a family unit of two or more persons.

27 The French national resettlement programme is unique in Europe in that the quota refers to a commitment to consider 100 dossier cases for resettlement, rather than the number of cases France plans to resettle.

YEAR	DOSSIERS SUBMITTED	ACCEPTED (NR. OF PERSONS)	ARRIVALS - ANNUAL RESETTLEMENT PROGRAMME (AT 06/01/13)	TOTAL ARRIVALS PER YEAR (ALL ANNUAL PROGRAMMES INCLUDED)	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS
2011	105	142	460	55	Afghans, Palestinians, Congolese (DRC)
2010	100	149	571	203	Ethiopians, Afghans, Congolese (DRC)
2009	101	151	627	159	Palestinians in Iraq

UNHCR Submission categories considered for resettlement

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☑ Medical needs
☑ Women and girls at risk
☐ Family reunification
☑ Children and adolescents at risk
☑ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)

☑ **Emergency** *max. 7 days between submission and resettlement*
☑ **Urgent** *within 6 weeks between submission and resettlement*
☑ **Normal** *within 12 months between submission and resettlement*

Since 2010, the number of arrivals has declined. Although the Ministry of Interior has not slowed down the examination of dossiers, arrivals of accepted persons have been delayed. Resettlement arrivals amounted to 55 in 2011 (3 persons from the 2008 caseload, 51 from the 2010 caseload and 1 from the 2011 caseload) and 90 persons in 2012 (37 from the 2010 caseload and 53 from the 2011 caseload).

France's Resettlement Programme

Legal Basis & Background

France has been involved in ad-hoc resettlement since 1957, resettling refugees from Hungary (12,700), 'boat people' from Vietnam (100,000) and refugees from Kosovo (6,300).

Although the Code on the Entry and Stay of Aliens and Asylum (2004) contains some provisions relevant to refugee resettlement, there is no specific reference to resettlement in the national asylum law and no explicit legal basis for resettlement in France. The framework for the French resettlement is provided by a Framework Agreement between UNHCR and the French Ministry of Foreign and European Affairs, signed in 2008. This agreement sets out the structure for the national resettlement programme and stipulates that UNHCR will submit 100 dossier cases for consideration by the French government each year. The Framework Agreement with UNHCR automatically renews each year.

In addition to cases resettled under the agreement with UNHCR, France has also received resettled refugees under a separate 2008 ad-hoc agreement with UNHCR known as the 'Irak 500' programme. In 2008-9, France resettled 1,200 Iraqis under the agreement in response to a call by the EU Justice and Home Affairs (JHA) Council. In 2011, France informed UNHCR of its willingness to consider refugees ex-Libya from Shousha camp in Tunisia as a response to the UNHCR and EU call.[28] At the time of writing, out of the three cases submitted by UNHCR, one refugee has been accepted and the remaining two cases are still being considered.

In addition to resettlement, during 2009-2011 France relocated 190 persons from Malta under the 2009 pilot project on relocation and the 2010-11 EUREMA I programme.[29] France does not participate in EUREMA II.

Resettlement Criteria

Basic Criteria

A refugee must have been recognised as such by UNHCR under Articles 6 and 7 of its mandate but not on a prima facie basis.

Criteria related to integration

None

28 In contrast to the 2008 joint EU Action for refugees from Iraq, resettlement places for refugees ex-Libya were made available by Member States only within pre-agreed resettlement quotas - no new resettlement places were created. See Chapter V for more information on the 2012 EU response for refugees ex-Libya.

29 'EASO fact finding report on intra-EU relocation activities from Malta', July 2012. See Chapter V for more information on EUREMA.

Identification and Selection

France only selects refugees for resettlement on a dossier basis, and does not carry out resettlement selection missions. UNHCR forwards dossier submissions to the Asylum Service of the Ministry of Interior, which is responsible for considering cases and making final decisions in consultation with other ministerial services (Ministry of Foreign Affairs, OFPRA and security services). Decisions are normally taken within 6 months, and the Asylum Service pays special attention to the absence of local integration and protection prospects in the first country of asylum, vulnerable cases, victims of violence and those with medical needs.

Refugee Status, Permanent Residency & Citizenship

On arrival into France, resettled refugees are granted temporary leave to remain for six months, giving them the right to work and receive other related social benefits. Resettled refugees are required to formally lodge an asylum claim with the National Office for the Protection of Refugees and Stateless Persons (OFPRA). To do so, resettled refugees complete an asylum application form with the assistance of a social worker. The asylum claims of resettled refugees are examined via an accelerated procedure. Refugee status is generally granted within 2-6 months of application, and the initial temporary residence permit is renewable if the asylum procedure is not completed within 6 months. French NGOs have consistently advocated for an acceleration of this procedure so as to speed up refugee access to integration programmes and social benefits, which a lack of permanent legal status can complicate. Upon the transfer of refugee status, resettled refugees receive a long-term residence permit automatically renewed every 10 years.

Resettled refugees can apply for French citizenship as soon as refugee status is granted. Applicants must demonstrate their 'assimilation'[30] into French society through an interview with an officer from the préfecture[31], during which they must prove their integration into French society, notably by showing support for principles and values of the French Republic. After the interview, applicants must sign the 'Charter of the Rights and Duties of the French Citizen'.

Applicants for citizenship must also demonstrate basic knowledge of French history, culture and society, and provide proof of a command of French equivalent to at least B1 level[32] oral French.

30 Civil Code, Article 21-4

31 The préfecture is an administration of the Ministry of the Interior, in charge of identity cards, passports, work and residence permits for foreigners and other areas. There are 101 préfectures in France, one for each department.

32 Common European Framework level B1 ('independent user'). Applicants are tested by certified centres and must present their certificate to immigration authorities. Persons over 65 are exempted from the language requirement.

Family reunification

Besides married partners, children up to 19 and parents of children under 19, other eligible family members include unmarried partners, if they have the same nationality as the applicant and if the partnership was mentioned to OFPRA during the asylum procedure. [33]

There is no requirement for refugees to prove financial resources or access to accommodation sufficient to meet the needs of incoming family members.

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

☑ Forwarding pertinent information from Refugee Referral Form (RRF) to integration

☑ Other: When a case is accepted for resettlement, information related to the family composition, medical and other specific needs of the resettled refugees is transferred by the Asylum service of the Ministry of Interior to OFII. When suitable housing is located, OFII then informs the Asylum Service which authorises the refugee's departure. NGOs in charge of reception and integration services for resettled refugees, however, receive very basic information about those who are due to be resettled, and do not receive copies of RRFs or associated documents submitted as part of the dossier.

How is information transferred for specific needs (medical or other)?

If a specific need is identified, including a medical need, the Ministry of Interior and OFII contact NGOs in charge of the reception process to inform them of the type of accommodation required to meet these needs, for example ground floor accommodation, access to an elevator, proximity to a hospital and so on. NGOs are responsible for locating suitable accommodation, in partnership with regional and local authorities.

Pre-departure

There is no pre-departure CO programme. In 2009, IOM and FRC developed an information booklet about the resettlement programme and life in France. The booklet is given to some refugees resettled under the national programme prior to their departure, although in practice many refugees do not receive the booklet.

☑ Medical Exam: IOM

☑ Travel arrangements: IOM

33 Married partners are not eligible if the marriage took place after the grant of refugee status or less than a year before the grant.

Integration in Practice

Reception

OFII distributes refugees to one of the five regional/local resettlement programmes operating in France (see table below) on their arrival into the country. In some cases, refugees not due to stay in Paris in the long term may spend a few days in the Créteil transit centre while waiting to be transferred to programmes in other areas.

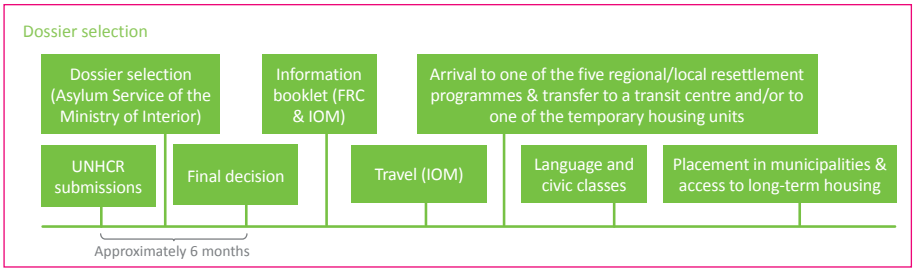
All programmes share some common approaches to reception, notably including the use of temporary or medium-term accommodation for a short period after arrival.

Those resettled to Paris, for example, spend a few days in the transit centre in Créteil while more permanent accommodation is located by France Terre d'Asile. In Lyon, the NGO Forum Réfugiés-Cosi (FRC) aims to provide resettled refugees with long-term independent housing directly on arrival. Although increasingly successful in achieving this aim, FRC still accommodates some families, mostly urgent cases that arrive with minimal notice and for whom long-term accommodation is not immediately available, in a temporary accommodation centre (CPH)[34] also used to accommodate other refugees.

In Pau, ISARD COS runs a CPH that offers 20 places for resettled refugees, with capacity for 16 families (in apartments) and four single people (in studios). Refugees can spend renewable 6-month periods in the CPH until a long-term housing solution is found for them. In Besançon,[35] Adoma supplies 20 places in apartments to resettled

CITY/REGION	LEAD NGO	RECEPTION
Paris	France Terre d'Asile (FTDA)	FTDA meet refugees at Paris airport and accompany them to the FTDA-managed Créteil transit centre.
Lyon & Rhône-Alpes	Forum Réfugiés-Cosi (FRC)	Forum Réfugiés-Cosi meet refugees upon their arrival in Lyon.
Pau	ISARD-COS	ISARD-COS meet refugees upon their arrival in Pau.
Besançon	Adoma	Adoma meet refugees upon their arrival in Besançon.

34 Centre Provisoire d'Hébergement
35 In September 2013, Adoma will increase its reception capacity by 20 additional places in the Territoire de Belfort.



refugees for a temporary period of 7 to 8 months.

Placement policies

In France, the availability of permanent housing for recognised refugees is scarce, and finding places for resettled refugees is subsequently very challenging. The placement of refugees is overseen by OFII, in cooperation with the Asylum Service of the Ministry of the Interior, which consults on available places with reception facility operators as soon as refugees have been accepted for resettlement, and places resettled refugees in one of the five resettlement programmes according to availability.

Each programme provides resettled refugees with medium-term, temporary housing and assistance to find a permanent housing solution. In Lyon, the Accelair programme implemented by a partnership led by FRC provides refugees with individual housing tied to a programme of integration support. Since 2003, housing agencies of the Rhône department have committed to supplying housing for 250 refugees in the Accelair programme each year. Forum Réfugiés signs the lease for the first few months of the tenancy, which is later transferred to the refugee(s).

In Paris, the Network for the Integration of Resettled Refugees ('Réseau pour l'intégration des réinstallés') project implemented by FTDA assists resettled refugees to find individual housing as soon as possible after their arrival. In contrast to Accelair, the Réseau project has a stock of temporary individual housing units, both private and social, where refugees can stay for renewable six-month periods while waiting for a long-term housing solution (See 'Highlight', below).

Integration Programme

Length: Variable.

On arrival into France, all resettled refugees attend an interview with OFII, during which their oral and written French ability is tested. If the refugee's

level of French is deemed insufficient, he/she is obliged to attend a maximum of 400 hours of free French classes. All refugees must attend 'Living in France', a single civic orientation class (6-7 hours) focusing on the values of the French Republic (secularism, gender equality, fundamental freedoms, and education system) and the organisation and functioning of the French State and institutions. At the end of the interview, refugees must sign a reception and integration contract with the French state confirming that they will attend specified language classes and the civic class.

While there is no separate integration programme for refugees resettled to France, within each of the city/regional resettlement programmes, resettled refugees benefit from individualised NGO assistance in navigating administrative processes, and finding employment (together with support to find housing). NGO assistance is partly funded by the Ministry of Interior and by the ERF.

As other French citizens, resettled refugees are eligible to access the monthly Active Solidarity Income financial payment and receive global medical coverage.

Municipalities do not play a formal role in the integration process, and no specific financial support is provided to municipalities additional to the funding provided for the reception and housing programmes run by NGOs. Regions and/or departments have specific tasks with regard to providing social housing, for refugees as for the general French population.

Refugees living in the Rhône department or in a CPH in Rhône-Alpes are eligible for support from the Accelair programme for the first 12 months after refugee status is granted.[36] The programme is delivered by a partnership led by FRC with OFII, local and regional authorities and civil society organisations providing services for refugees, and has assigned a specific caseworker for resettled refugees within the broader framework of support for all refugees.

Use of the European Refugee Fund (ERF)

Persons resettled using 2012 ERF funding

- ☐ Persons resettled under a Regional Protection Programme
- ☑ Unaccompanied minors – *3 refugees*
- ☑ Women and children at risk; particularly from psychological physical or sexual violence or exploitation - *19 refugees*

36 http://www.forumrefugies.org/missions/missions-aupres-des-refugies/programme-d-integration-des-refugies-accelair/principes-et-fonctionnement

☑ Persons with serious medical needs that can only be addressed through resettlement – *7 refugees*

Pledges made to resettle under ERF specific categories for 2013

☑ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
☑ Women and children at risk
☑ Unaccompanied minors
☑ Survivors of torture and violence
☐ Persons with serious medical needs that can only be addressed through resettlement
☑ Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs

Pledges made to resettle under ERF resettlement common EU priorities for 2013

France did not pledge to resettle under the 2013 common EU priorities.

HIGHLIGHT: Réseau pour l'Intégration des Réinstallés – Network for the Integration of Resettled Refugees – France Terre d'Asile (FTDA)

Partners/actors: Led by FTDA, with OFII, PACT de Saint Denis (a non-profit housing network), Inter assurances (an insurance company that offers to finance one year of rental insurance to owners who are renting to a refugee). Integration partnerships depending on location: with Alliance Française (French language tuition), Secours Catholique and Emmaus (charities working for improved housing conditions)

Funding: 50% ERF, 50% French government.

Since 2010, the project of a Network for the Integration of Resettled Refugees (Réseau pour l'intégration des réinstallés) has provided individualised integration support for resettled refugees, including finding long-term housing as soon as possible after their arrival. The network has now a housing capacity of 77 persons in 16 apartments located in three departments (Paris, Val-de-Marne and Deux-Sèvres).

Accommodation is provided in public or private sector housing for an initial period of six months, renewable for a further six months. Landlords rent the apartments directly to FTDA, which is responsible for paying the rent, utilities and insurance and for dealing with all administrative procedures. FTDA signs a one-year rental contract with the refugee household. Landlords can in theory agree to rent the apartment directly to refugees, although very few have done

so to date. 15% of the household's income (excluding social welfare) must be used to contribute to accommodation costs.

During the tenancy period, refugees are provided with guidance both individually and through working groups, covering areas such as access to social rights, health care, long-term housing, professional training and employment, and access to intensive French courses. Each refugee is assisted by a social worker with whom they agree an individual integration plan setting out their goals and targets for the support period.

By 31 December 2012, the project had supported 172 persons in 41 families. 92% of the resettled refugees supported have found long-term housing solution, around a quarter of whom are in private housing.

Evaluations

The Framework Agreement on resettlement between the French government and UNHCR stipulated that the two parties would together complete a joint assessment of the French resettlement programme during the third year of its operation. The assessment was thus due in mid-2012 but, at the time of writing, has not yet been completed. The French government and UNHCR hold an annual working group on resettlement each year to discuss and review the French programme.

Strengths and Challenges

Strengths:

- The French resettlement programme allows UNHCR to submit varied cases on a dossier basis, from a wide range of countries of asylum around the world. France does not impose any stringent criteria with respect to integration potential, further strengthening the resettlement programme's accessibility for particularly vulnerable refugees.
- The French programme provides resettled refugees with speedy and effective access to state welfare and health insurance.
- The French government made several commitments to improving the programme during the last Resettlement Working Group in early 2013, including improving the information booklet provided to refugees before their departure and further expediting the asylum determination procedure for resettled refugees.

Challenges:

- A lack of available accommodation for recognised refugees in France has led to delays in the arrival of resettled refugees into France.
- The lack of pre-departure CO information provided to refugees has in some cases led to unrealistic expectations and confusion amongst refugees selected for resettlement, in particular about difficulties in finding housing. Resettled refugees can also find the repeated relaying of the basis for their asylum claim - to UNHCR at the registration and identification stage, and again post-arrival to NGO workers preparing asylum claim forms - distressing and unnecessarily intrusive. The need for an asylum determination procedure in France can also delay access to integration support, in particular to language classes in some cities/regions.
- NGOs operating reception facilities and programmes often do not receive adequate information on special needs of refugees they are due to receive, in particular medical needs affecting housing.

New Developments

According to the Ministry of the Interior, priorities for the resettlement programme during 2013 are to clear the 2010-2011 arrival backlog of approximately 50 persons and to work with reception actors to improve communication and cooperation.

Germany at a glance

- **Population:** 81 843 743
- **GDP (per capita):** 121 PPS (available for 2011 only)
  (PPS=Purchasing Power Standard, based on the EU 27 average of 100)
- **Asylum applications total:** 77 540
- **Total decisions reached in 2012:** 58 645
- **Positive decisions (refugee status and subsidiary protection and humanitarian grounds):** 17 140

2012 data, published by Eurostat in May 2013

The German resettlement programme at a glance

Resettlement quota and actors

Start of ad-hoc or pilot programme: 2012

Current quota: 300

Main national actors: Federal Ministry of the Interior, the Federal Office for Migration and Refugees (BAMF), the Federal Foreign Office, Caritas, German Red Cross, Diakonishes Werk, Munich Refugee Council and other civil society actors.

Resettlement numbers[37]

YEAR	ARRIVALS	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS	ETHNIC AND OTHER MINORITIES (IF APPLICABLE)
2013 *anticipated*		Iraqis ➲ Turkey (101); Iraqis, Somalis	
2012	202 105	Somalis, Eritrean, Ethiopian (ex-Libya) ➲ Tunisia; Iraqis ➲ Turkey	Christians
2011	50	Iranians ➲ Turkey and North of Iraq	
2010 - 2009	2501 (125 medical cases)	Iraqis ➲ Syria, Jordan	Christians, Mandaeans, Yazidi, Sunni, Shia

37 During 2013, 5,000 Syrian refugees who have fled to Lebanon are also due to arrive into Germany under a Humanitarian Evacuation Programme (HEP). This group will be granted temporary residence in Germany.

UNHCR Submission categories considered for resettlement

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☑ Medical needs
☑ Women and girls at risk
☐ Family reunification
☑ Children and adolescents at risk
☐ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable):

☐ **Emergency** *max. 7 days between submission and resettlement*
☐ **Urgent** *within 6 weeks between submission and resettlement*
☑ **Normal** *within 12 months between submission and resettlement*

Germany's Resettlement Programme

Legal Basis & Background

Germany has only recently become involved in resettlement. In November 2008, Germany responded to an EU plea to resettle up to 10,000 particularly vulnerable Iraqi refugees.[38] During 2009, 2501 refugees from Iraq were resettled to Germany.

Three years later, in December 2011, the Conference of the Ministers of the Interior of the Federal States (Innenministerkonferenz) established an annual resettlement quota of 300 refugees for the period 2012-14 (900 refugees in total).

There is no explicit legal basis for the German refugee resettlement programme. In its absence, resettled refugees are currently admitted onto German territory via Section 23 (2) of the Residence Act, which enables the Federal Government - in consultation with the governments of the individual Länder (regions/states) - to admit groups of foreigners who are granted temporary or permanent residence permits on arrival. Resettled refugees are thus not admitted to Germany as refugees and are not granted refugee status when on German territory.

38 See Chapter V for more information on the joint EU response for Iraqi refugees.

Resettlement Criteria

Basic criteria

Legal and physical protection needs are the primary criteria for resettlement. Special protection needs may also be considered, namely:

- members of persecuted minorities, including religious minorities;
- refugees with special medical needs;
- victims of torture and trauma;
- single female heads of households.

Criteria related to integration

Germany considers the ability of individual refugees to integrate into German society within the resettlement selection process using one or all of the following indicators:

- level of education and professional experience;
- work experience;
- knowledge of languages; and
- religious affiliation;
- family connections in Germany and/or other specific factors supporting integration in Germany such as knowledge of the German language.

Germany also considers the need to preserve family unity within the selection process.

Identification and Selection

Germany does not select refugees on a dossier basis. The Federal Office for Migration and Refugees (BAMF) in Nuremberg examines resettlement submissions made by UNHCR within 2-4 weeks of receiving them, and organises selection missions to interview those refugees in the pre-selected approved caseload. The organisation of selection missions takes approximately 2 months, and interviews are carried out by BAMF field representatives. The selection interview also facilitates security check procedures (in collaboration with the Foreign Office) and the collection of biometric data, enabling a final decision to be taken within 14 days of the mission.

Timescales for final departure are subject to the organisation of transport, and can be lengthened by factors specific to the particular refugee group or situation. In normal circumstances, processing time from decision to departure takes approximately 3-4 months.

Refugee Status, Permanent Residency & Citizenship

As indicated above, resettled refugees do not receive refugee status but are rather granted temporary residence permit on arrival in Germany. The periods during which these permits are valid vary across the different Länder, ranging from 12 months to 3 years. On expiry, permits must be renewed on an annual basis in order to maintain legal residency.

After holding a residence permit for 5 years, resettled refugees may apply for permanent residency subject to their:

- having a 'secure livelihood' and access to accommodation adequate for all members of their household;
- having access to the state pension (having paid contributions for at least 60 months) or a comparable private scheme;
- posing no threat to public order or safety; and
- demonstrating adequate knowledge of the German language, legal and social system by passing the final tests of the orientation and B1 level language courses (see 'Integration Programme', below).

Applicants can be exempt from the requirements if they are unable to complete them due to physical or mental illness or disability. For cohabiting spouses, it is sufficient for one person to satisfy the requirements in order for both to acquire permanent residency.

The requirements for acquiring German citizenship through naturalisation are laid out in Section 10 of the Nationality Act. Naturalisation typically requires eight years of legal and habitual residence in Germany. However, depending on the successful completion of integration programmes, it is possible to become naturalised within six to seven years. Applicants must be self-supporting and must pass the naturalisation test, which consists of questions relating to 'living in a democracy', 'history and responsibility', 'people and society' and questions about the Land where the applicant lives. Applicants must also demonstrate B1 level German language knowledge.[39]

The legal status of resettled refugees in Germany contrasts sharply with that of those formally recognised as refugees via the domestic asylum procedure. NGOs in Germany therefore advocate that the German government adopts legislation to ensure that resettled refugees obtain refugee status. Recognised refugees are generally granted 1-3 years temporary residency, after which they can apply for permanent residency – a routine process which will normally result in approval.

Recognised refugees are exempt from the language, social/legal knowledge and social welfare requirements that apply to resettled refugees applying for permanent residency. Additionally, recognised refugees naturalised as German citizens can assume dual German-country of origin nationality, whilst resettled refugees must surrender their original nationality in order to acquire German citizenship. Formal refugee status also means that

39 Common European Framework of Reference for Languages

recognised refugees can request a Convention Travel Document to facilitate travel outside of Germany. This is not available to resettled refugees, who can instead apply for the much less widely-recognised German Travel Document for Foreigners.

Family reunification

Unlike recognised refugees,[40] resettled refugees applying for family members to join them in Germany must comply with the general rules of family reunification applied to many other migrant groups. They must demonstrate that they can independently provide sufficient financial support and accommodation to meet the needs of their family members, and the family members must also pass a pre-entry German language test. By contrast, recognised refugees and their family members are exempt from these requirements.

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

☑ Briefing stakeholders after selection through missions or dossiers

☑ Forwarding pertinent information from Refugee Referral Form (RRF) to integration actors

☑ Sharing of information gathered during Cultural Orientation (CO)

Pre-departure

☑ **Cultural Orientation:** The new German pilot programme for 2012-14 incorporates more extensive pre-departure cultural orientation. The NGO Diakonie provides a 4-5 day course for refugees awaiting resettlement out of Turkey. This course replicates the 'Preparation for Arriving in Your New Homeland' course that Diakonie previously delivered in Turkey for those with permission to enter Germany as labour migrants or via family reunification processes. Course content covers general information about German life, federal government, the legal status of resettled refugees in Germany, housing, naturalisation in Germany and some basic language tuition. IOM provided CO to refugees in Shousha refugee camp in Tunisia. Other organisations may be contracted to deliver CO to refugees selected for resettlement in the future.

☑ **Medical Exam**: IOM

A pre-travel medical examination

40 Resettled refugees do not access asylum procedures as part of the resettlement process, and are not granted legal refugee status in Germany. See section on refugee status, permanent residency and citizenship for more details.

is carried out for all refugees by IOM after selection interviews have been completed and prior to final resettlement decisions being made. The medical examination screens for communicable diseases, and provides additional information on individual health condition and needs that do not constitute the primary reason for resettlement but for which individuals might require specific support and assistance post-arrival.

☑ **Travel arrangements:** IOM

IOM organises travel to Germany in collaboration with the BAMF, in groups and on chartered or scheduled flights

Integration in Practice

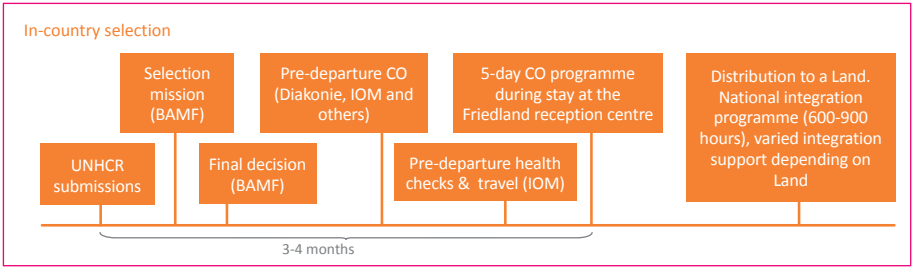
Reception

Upon arrival into Germany, refugees are welcome by representatives from BAMF. The vast majority of resettled refugees are taken to a reception centre in Friedland near Hanover, where they stay for a period of up to 14 days. The reception centre in Friedland is operated by the Lower Saxony Ministry of Internal Affairs & Sports, and refugees staying there are provided with an initial orientation programme ('Welcome to Germany'). The 5-day course includes language tuition and practical information about living in Germany. NGOs provide advice and counselling for refugees in the evenings and recreational and educational activities for refugee children and young people.

Refugees move directly from the reception centre to the municipality they have been allocated to by their receiving Land. For 2012 arrivals, only those refugees allocated to the Länder of Hessen and Hamburg, did not pass through Friedland but were received directly in these regions.

Placement policies

In December 2011, the Standing Conference of the Interior Ministers of the Länder (LMK) unanimously agreed federal participation in the



resettlement of vulnerable refugees from third countries. The BAMF proposes an allocation of resettled refugees to a Land.

Prior to their arrival, the BAMF allocates groups of refugees to a specific Land (state/region) using a distribution key based on states' populations and budgetary situations. Refugees' family or other ties with a specific Land may also be included in the allocation process, although there is no specific commitment to prioritise these factors within the allocation process.

Within the Iraqi resettlement programme, in which large groups of refugees arrived frequently during 2009-10, the national distribution formula was applied to each individual arrival group. Within the new programme, the formula is instead applied to the annual quota of 300 persons, thus preventing both the splitting of families and the placement of just one or two refugees within a single Land. The use of a formula does, however, prevent the wishes of refugees as to where they would like to live in Germany from being fully taken into account. Family links and other links to certain Länder may be taken into account in the future, together with the formula.

Individual Länder determine the internal distribution of refugees to cities and municipalities. Some use a similar distribution formula as that employed on the federal level, while others base allocation on more subjective criteria, for example favouring larger towns where refugee communities already exist. Notice of refugee arrivals provided to municipalities varies from Land to Land, although is generally between one and four weeks.

In Germany, resettled refugees receive social welfare payments to meet housing and subsistence needs (Arbeitslosengeld II). Resettled refugees who are reliant on social welfare and housing must remain in their assigned city or municipality for this support to continue. Only those who find employment are thus able to move to a new location.

Local approaches to housing resettled refugees vary across Länder and between individual municipalities within the same Land. Housing is arranged by the municipality from within the stock that they own, or leased from private companies and/or landlords. Some municipalities accommodate resettled refugees in large communal accommodation facilities ('Lager') after they arrive. There is no obligation for municipalities to assist refugees accommodated in these facilities to find independent housing, although some do. Local NGOs and volunteers have been active in assisting

refugees in this situation, although many refugees remain in larger accommodation facilities for several months after they arrive.

Integration services & support

Length: Various (federal system)

There is no national standard integration programme formulated specifically for resettled refugees in Germany. Together with other migrants with German residence permits, resettled refugees are entitled to attend the national German Integration Course. Attendance is obligatory for all those who are unable to make themselves adequately understood in German. When issuing residence permits, the local immigration office ('Ausländerbehörde') will determine if an individual's language skills mean he/she will be obliged to attend the course.

The BAMF develops content for the Integration Course and commissions different organisations across Germany to deliver it. Those eligible to attend can access a specific web-based directory to find integration course providers in their local area, and to select the provider of their choice. Together with other migrants, resettled refugees must pay a contribution toward the costs of the course – generally € 1.20 a lesson, with € 120 of the fee payable at the start of each course module. Those unable to pay can apply to the BAMF to be exempt, and applications from resettled refugees are generally accepted.

The course has 2 components – 600 hours of German language tuition and a 60-hour orientation course, both delivered together over a 2-year period. The language course focuses on aspects of everyday life, including shopping, housing, childcare, media, looking for work and further education. The orientation course focuses on German history and culture, the German legal system, social values (including freedom of worship and equal rights) and rights and obligations in Germany.

Attendance at the German Integration Course is solely on a full-time basis, save for exceptional circumstances such as employment or caring responsibilities. There is an intermediate language test at the end of Year 1, and a final integration test after two years. Those who have completed their 600 hours of language tuition but who do not achieve Level B1 in the language test can apply to repeat 300 hours of language tuition, free of charge.

The role of NGOs and civil society organisations in assisting resettled refugees varies considerably across Länder and between individual municipalities.

Save Me activists from different cities demonstrate in Berlin with 5,000 lifebuoys/Save Me Berlin

In many municipalities, volunteers from the 'Save Me' campaign - a grassroots campaign to build support for and local involvement in refugee resettlement in German cities - are active in assisting refugees in a variety of different ways.[41] In Munich, the city funds a part-time position at the Munich Refugee Council to coordinate reception arrangements and the work of volunteers assisting resettled refugees. In many municipalities, national NGOs such as Diakonie and Caritas provide advice and support for resettled refugees within their wider programmes for refugees and other migrants.

Use of the European Refugee Fund (ERF)

Persons resettled using 2012 ERF funding:

- ☑ Persons resettled under a Regional Protection Programme
- ☑ Unaccompanied minors
- ☑ Women and children at risk; particularly from psychological physical or sexual violence or exploitation
- ☐ Persons with serious medical needs that can only be addressed through resettlement

41 International Catholic Migration Commission 'A City Says Yes! Reflections on the experiences of the Save Me campaign to promote refugee resettlement in Germany', 2013

Pledges made to resettle under ERF resettlement common EU priorities for 2013

- ☑ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☐ Women and children at risk
- ☐ Unaccompanied minors
- ☐ Survivors of torture and violence
- ☐ Persons with serious medical needs that can only be addressed through resettlement
- ☐ Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs

Pledges made to resettle under ERF resettlement common EU priorities for 2013

- ☐ Congolese refugees in the Great Lakes Region
- ☑ Refugees from Iraq in Turkey, Syria, Lebanon, Jordan
  - *100 accepted in 2012*
- ☐ Afghan refugees in Turkey, Pakistan, Iran
- ☐ Somali refugees in Ethiopia
- ☐ Burmese refugees in Bangladesh, Malaysia and Thailand
- ☐ Eritrean refugees in Eastern Sudan

Evaluations

An evaluation of the 2009-10 resettlement of 86 Iraqi refugees in the Schleswig-Holstein region of Germany was published in 2011. The results showed a strong movement of refugees from the smaller municipalities to which they had initially been resettled, mainly to bigger cities within the same Land or to other Länder, in order to join family members, be closer to specialist medical care or be in an area with greater job opportunities. Only one refugee had found employment within the two years following arrival, and poor employment outcomes were linked to lack of knowledge of the German language, age and/or poor health. Positive integration outcomes were found for children attending school, who were proficient in German within one year of arrival and had formed friendships with German children in their class.

Strengths and Challenges

At the time of writing, the pilot German resettlement programme has only been operational for a short period, and its strengths and the challenges it faces are thus usefully assessed in that context.

Strengths:

- BAMF has introduced a streamlined process for the identification and selection of resettled refugees, allowing for short timescales between selection and departure.
- A national integration programme enables resettled refugees to access a guaranteed number of hours of German language tuition.

Challenges:

- The current legal framework does not grant resettled refugees formal refugee status in Germany. Resettled refugees are thus significantly disadvantaged in relation to recognised refugees in the areas of family reunification, permanent residency and dual citizenship.
- Because social benefits and housing assistance are linked to ongoing residence in the resettlement municipality, resettled refugees experience problems in moving to other parts of the country post-arrival.

New Developments

At the time of writing, it is still unknown how the German resettlement programme will develop after 2014, and specifically if a continuing or larger annual quota will be introduced.

In March 2013, Germany agreed to grant humanitarian admission to 5,000 Syrian refugees. The programme grants those arriving a temporary residence status, with the expectation that refugees will return to Syria when the conflict there has been resolved.

Iceland at a glance

- **Population:** 319 575
- **GDP (per capita):** 111 PPS (available for 2011 only)
  PPS=Purchasing Power Standard, based on the EU 27 average of 100
- **Asylum applications total:** 105
- **Total decisions reached in 2012:** 50
- **Positive decisions (refugee status, subsidiary protection and humanitarian reasons):** 17 total (16 recognised refugees, 1 humanitarian protection)

2012 data, published by Eurostat in May 2013

The Icelandic resettlement programme at a glance

Resettlement quota and actors

Start of annual quota: 1996

Current quota: Quota currently under revision. In 2012 Iceland received 9 resettled refugees.

Main national actors: Icelandic Refugee Committee - comprising Ministry of Welfare, Ministry of the Interior, Ministry of Foreign Affairs, Icelandic Red Cross; municipalities.

Resettlement numbers

YEAR	ACCEPTED	ARRIVALS	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS
2013	-	-	-
2012	9	9	Afghans➲Iran
2011	0	0	
2010		6	Colombians ➲ Ecuador
2008		29	Palestinians (ex-Iraq) ➲ Al Waleed camp (Syria)

UNHCR Submission categories considered for resettlement

☑ Legal and physical protection needs
☐ Survivors of violence and torture
☐ Medical needs
☑ Women and girls at risk
☑ Family reunification
☐ Children and adolescents at risk
☐ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)

☐ **Emergency** *max. 7 days between submission and resettlement*
☑ **Urgent** *within 6 weeks between submission and resettlement*
☑ **Normal** *within 12 months between submission and resettlement*

Iceland's Resettlement Programme

Legal Basis

Article 51 of the Icelandic Act on Foreigners 96/2002 provides that the Icelandic Directorate of Immigration may authorise groups of refugees to enter Iceland in accordance with a decision by the government acting on a proposal from the Icelandic Refugee Committee. The Committee is a consultative body with membership from the Ministries of Welfare, Foreign Affairs and Interior, and the Icelandic Red Cross. The Committee is responsible for the selection of resettled refugees, but the Directorate of Immigration takes all final resettlement decisions.

Individuals are recognised as refugees via the legal provisions set out in Article 51 of the Act on Foreigners. Article 48 of the same Act provides for the issue of a travel document to refugees.

Resettlement Criteria

Basic criteria

A resettled refugee must be recognised as such according to the 1951 Convention on Refugee Status.

Criteria related to integration

None.

Identification and Selection

The Icelandic Refugee Committee receives resettlement submissions

from UNHCR and selects cases to be interviewed during selection missions. Selection missions are led by the Ministry of Welfare, with representation from the Directorate of Immigration and the Icelandic Red Cross. In 2008, processing time from submission to departure for refugees selected during selection missions was 3-4 months.[42]

In light of the financial crisis affecting Iceland (and many European countries) from 2008-9, in 2010 and 2012, Iceland selected refugees on a dossier basis so as to remove costs associated with selection missions, which were felt to be unjustified given the small numbers of refugees due to be resettled. The Refugee Committee conducted selection interviews via skype for the dossier caseload in 2012.

Refugee Status, Permanent Residency & Citizenship

On arrival into Iceland, resettled refugees are granted full refugee status and receive a temporary residence card valid for 4 years. After this period, refugees who have completed 250 hours of Icelandic language lessons may apply for permanent residence.

After 5 years of continuous residency, refugees in Iceland may apply for Icelandic citizenship. Applicants must demonstrate a minimum A2 level proficiency[43] in the Icelandic language.

Family reunification

Besides married partners, children under 18 and parents of children under 18, other family members who are eligible for family reunification are unmarried partners, including same-sex partners, if the relationship has existed for at least 2 years. Refugees are not obliged to provide proof of income or accommodation sufficient to meet the needs of incoming family members.

Resettlement in Practice

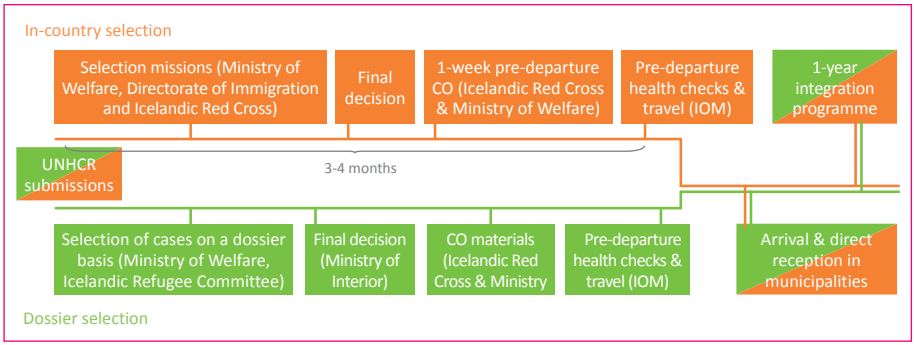
Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

☑ Forwarding pertinent information from Refugee Referral Form (RRF) to integration actors. Resettled refugees are asked to sign a letter that gives permission for information on RRFs to be shared ahead of their

42 On April 17th, 2008 it was agreed by the refugee committee to suggest to the government to invite 30 refugees from Palestine to Iceland. The memo went to the Minister of Social Affairs and Foreign Affairs on May 5th. The RRF files arrive after that period and on June 6th, the selection mission went to Al-Waleed. The resettled refugee group arrived in Iceland on September 8th.

43 Common European Framework of Reference for Languages



arrival with social workers assigned to them. This includes information on medical needs.

☑ Other: Employees of schools and kindergartens that receive resettled children are provided with general information about the background of the incoming refugee group, and specific information on the individual children they are due to receive.

Pre-departure

☑ **Cultural Orientation**: Pre-2010, the Icelandic Red Cross and Ministry of Welfare provided pre-departure CO for refugees selected for resettlement during selection missions. For the 2010 and 2012 programmes, UNHCR provided refugees with printed CO materials developed by the Icelandic Red Cross and Ministry of Welfare.

☑ **Medical Exam**: IOM

☑ **Travel arrangements**: IOM

Integration in Practice

Reception

Refugees are welcomed on arrival at the airport by representatives of the Icelandic Red Cross and receiving municipality, who accompany them directly to the municipality. Refugees receive an introduction briefing by a resettlement project manager based in the Ministry of Welfare.

Placement policies

Prior to refugees' arrival, the Icelandic Refugee Committee contacts local municipalities and proposes placement. Municipalities voluntarily decide to receive refugees - should they do so, they sign an agreement with the Ministry of Welfare stipulating the financial resources that the municipality will receive to enable the provision of integration services. Each arrival group of refugees is placed in the same municipality. Since the

resettlement programme began, 11 of the 74 Icelandic municipalities have agreed to receive resettled refugees.

Integration services & support

Length: 1 year

Municipalities and the Icelandic Red Cross are responsible for implementing the integration programme for resettled refugees during the first 12 months after arrival. The programme is overseen and coordinated by the Icelandic Refugee Committee.

Housing for resettled refugees is provided by the receiving municipality, generally in the form of an apartment furnished by the Icelandic Red Cross as part of a broader contract with the Ministry of Welfare (see below). In addition to housing, municipalities are responsible for language courses, financial support, psychological assessment and social counselling provided during the first 12 months.

Financial support, also for the first 12 months, is set at a level determined as adequate for health and general living expenses by social services in the receiving municipality. This support ceases after 12 months, and resettled refugees are then eligible to receive the same level of financial assistance as other Icelandic residents with similar/the same needs. Language courses include both classroom lessons and individual private lessons, and are provided for an initial period of 6 months. Classroom learning provision during this initial period is three hours per day, for four days per week.

The Icelandic Red Cross is contracted by the Ministry of Welfare to provide a range of services and functions within the resettlement programme, largely delivered by local branches in receiving municipalities. These include furnishing accommodation, meeting refugees at the airport on arrival, coordinating volunteers and conducting evaluation interviews with refugees at programmed intervals during the first 18 months after arrival. Local branches also provide general assistance, act as advocates for refugees in exchanges with local service providers and organise activities to encourage social integration and inclusion. The latter includes the 'local support families' initiative (see 'Integration in Focus', below) that forms a fundamental part of the Icelandic reception and integration system for resettled refugees.

INTEGRATION IN FOCUS: Local Support Families - Icelandic Red Cross

The 'Local Support Families' initiative is implemented by the Icelandic Red Cross (IRC) in all municipalities that receive resettled refugees. The local IRC branch recruits local people as volunteer 'friends' or 'families' to

assist resettled refugees to orient themselves into their local community after arrival, for example by finding the best places to shop for groceries, understanding local holidays and accessing sporting and social activities. Each refugee is provided with 3-5 support families or friends, and refugee children and young people are specifically matched with volunteers of their own age. The programme aims to prevent social isolation, aid integration and settlement and build friendship and understanding amongst local people and resettled refugees.

Evaluations

The Icelandic Red Cross is contracted by the Ministry of Welfare to conduct three evaluation interviews with each adult resettled to Iceland - one at six months, another at twelve months, and the final interview approximately 24 months after arrival. Interviews explore many individual aspects of resettlement to Iceland, including how individual refugees feel about living in Iceland, how language-learning is progressing, how children are settling into school, plans for the future and if refugees are in contact with Icelanders, Red Cross support families and/or family and friends in their country of origin. Interviews also provide opportunities for refugees to comment on the usefulness of the resettlement programme itself. The outcomes of the evaluation process are reported internally by the Ministry of Welfare and are not made available to the wider public.

Strengths and Challenges

Strengths:

- Although the Icelandic programme receives small numbers of resettled refugees by comparison to other European countries, the programme is characterised by close cooperation amongst all stakeholders, including NGOs, central and local government and local communities.
- The Icelandic resettlement programme is the only European programme in which an NGO, the Icelandic Red Cross, has a formal role in the selection of resettled refugees (via the Icelandic Refugee Committee).

Challenges:

- The roles of the different organisations involved in the resettlement programme are not always clear amongst the organisations themselves, refugees resettled to Iceland or for the general public.

- The Icelandic population is very small, and appropriate interpreters are not always available in the municipalities that receive resettled refugees.

New Developments

In 2013, a new Project Manager post has been created within the Ministry of Welfare to coordinate the resettlement programme. The postholder will also work with on programmes for refugees granted protection in Iceland through the asylum system.

Ireland at a glance

- **Population:** 4,582,769
- **GDP (per capita):** 129 PPS (available for 2011 only)
  (PPS=Purchasing Power Standard, based on the EU 27 average of 100)
- **Asylum applications total:** 955 (2012)
- **Positive decisions (including refugee status and subsidiary protection):** 95

2012 data, published by Eurostat in May 2013

The Irish resettlement programme at a glance

Resettlement quota and main actors

Start of ad-hoc or pilot programme: 1998

Current quota: 200

Main national actors: Office for the Promotion of Migrant Integration (OPMI) in the Ministry for Justice and Equality, Ministry of Foreign Affairs and Trade, Garda Siochána (Police), Garda National Immigration Bureau, municipalities.

Resettlement numbers

YEAR	ARRIVALS	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS	ETHNIC AND OTHER MINORITIES (IF APPLICABLE)
2013 *anticipated*	80		
2012	49	DR Congolese (20) ➲ Tanzania;	Bembe
2011	45	Sudanese (23) ➲ Uganda; Iraqi (6); Ethiopian (6)	
2010	20	Burmese (3) ➲ Thailand	Karen
2009	192	Burmese (82) ➲ Bangladesh; DR Congolese (84) ➲ Tanzania;	Rohingya, Bembe

UNHCR Submission categories considered for resettlement –

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☑ Medical needs
☑ Women and girls at risk
☑ Family reunification
☐ Children and adolescents at risk
☑ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)

☐ **Emergency** *max. 7 days between submission and resettlement*
☑ **Urgent** *within 6 weeks between submission and resettlement*
- 4 urgent medical cases
☑ **Normal** *within 12 months between submission and resettlement*

Ireland's Resettlement Programme

Legal Basis & Background

Section 24 of the 1996 Refugee Act is the legal basis for resettlement in Ireland. It defines a 'programme refugee' (a refugee resettled to Ireland) as a person to whom leave to enter and remain has been given by the government for temporary protection or resettlement as part of a group of persons. Programme refugees have the same rights and entitlements as other refugees, set out in Section 3 of the Refugee Act.

Resettlement Criteria

Basic criteria

- The primary applicant and all family members included in the application satisfy the definition of 'programme refugee' set out in the legislation.
- UNHCR must verify that the primary applicant and all family members included in the application have a genuine need for resettlement.
- The exclusion criteria of the 1951 UN Convention relating to the Status of Refugees must not apply to the primary applicant or any family members included in the application.

- The primary applicant or a family member may be excluded if he/she is deemed to be a threat to national health, public order or national security, or where there are serious concerns regarding the declared identity of the primary applicant or a family member or of their stated relationship.

Ireland does not accept unaccompanied children or unaccompanied elders for resettlement.

Criteria related to integration

The Irish government considers the integration capacity of local communities, such as the ability to provide services required by special needs cases and the availability of interpreters in the spoken language of the primary applicant and family members, within the resettlement selection process.

Identification and Selection

Ireland considers cases submitted by UNHCR. Since 2008, due to the smaller caseloads accepted, Ireland does not carry out selection missions, as recommended by UNHCR. The Minister for Justice and Equality, in consultation with the Minister for Foreign Affairs and Trade and UNHCR, decides on an annual basis the country of origin/ refuge of the persons to be resettled.

Where required, relevant government departments and national service providers are consulted during the selection process. For example, the Health Service Executive is consulted when medical cases are submitted for consideration.

Refugee Status, Permanent Residency & Citizenship

Refugees resettled in Ireland are granted 'programme refugee' status, which carries the same rights and entitlements as persons granted refugee status through the asylum system.

A Certificate of Registration valid for one year is issued to all refugees upon arrival and must be renewed annually. Programme refugees may apply for citizenship after 3 years of residency in Ireland, a significantly shorter period than the 5 years residency required of citizenship applicants from other migrant groups.

Family reunification

A resettled refugee may apply for family reunification for a member of their family under the same terms and conditions as a persons granted asylum under the Geneva Convention. A member of the family is a spouse, and children under 18 years of age who are not married. There is Ministerial discretion to admit parents or grandparents, siblings, children or grandchildren, a ward or guardian of the

applicant who is dependent on the refugee or is suffering from a mental or physical disability to such an extent that is not reasonable for him or her to maintain themselves fully.

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

☑ **Briefing stakeholders after selection through missions or dossiers selection**

During the selection phase, a profile of the group due to arrive is compiled, including information about individual families and the history of the conflict that led to the particular refugee situation. This information is shared with the national Resettlement Inter-Departmental Working Group led by the OPMI and with the local service providers and support agencies.

☑ **Forwarding pertinent information from Refugee Referral Form (RRF) to integration actors**

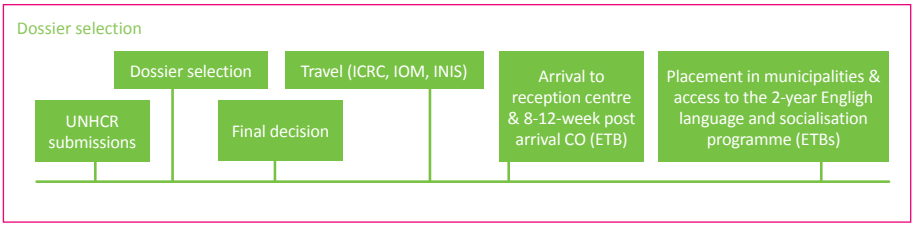
The resettlement programme is coordinated at a national level by the Resettlement Unit of the Office for the Promotion of Migrant Integration (OPMI) in the Ministry for Justice and Equality, which passes case profiles, background information on the specific refugee situation and a broad overview of special needs amongst the refugee group to local actors in the receiving municipality. Medical and other professionals in the reception centre pass information through their own networks to local practitioners.

☑ **Sharing of information gathered during Cultural Orientation (CO)**

Refugees receive a post-arrival CO programme in the reception centre (see 'Reception', below) comprising 8-12 weeks of language and orientation courses delivered by the Education and Training Boards (ETBs). As part of this work, the ETB develops educational profiles of all participants and passes these to local education professionals.

☑ **Special Needs**

The OPMI passes all information with regard to special needs to relevant service providers, generally pre-arrival. Where cases are accepted on the basis of medical needs, special arrangements are made by the OPMI in advance of arrival to ensure that prompt pre-arrival assessments and urgent treatment are provided.



Pre-departure

☑ **Cultural Orientation**: cases are selected on a dossier basis only, and do not receive pre-departure CO.

☑ **Medical Exam**: IOM (health screening and 'fit-to-fly' examinations).

☑ **Travel arrangements**: ICRC issues travel documents for refugees selected for resettlement on behalf of the Irish government. IOM organise flights, exit visas and in-transit assistance. Irish entry visas are processed by the Irish Naturalisation and Immigration Service (INIS) of the Department of Justice and Equality and are issued by the closest Irish embassy in the region.

Integration in Practice

Reception

All resettled refugees are initially accommodated in a reception centre for a period of 8-12 weeks before they travel to more permanent housing in municipalities. During this time, new arrivals are provided with an 8-12 week post-arrival CO programme, delivered by the ETB and comprising cultural, civic and language courses.

Previously resettled refugees may have the opportunity to visit the new arrivals during their stay in the reception centre to exchange their experiences of resettlement and life in Ireland. Where refugees are being resettled outside of the Capital, they are taken to visit their future resettlement town while resident in the centre. This gives them the opportunity to ask questions and gather information about their new home.

Placement policies

The OPMI chairs an Inter-Departmental Working Group on Resettlement and Integration (IDWG) to plan and oversee post-arrival arrangements for resettlement. Using a broad range of criteria, including population size, availability of services and future employment opportunities, the OPMI

selects the resettlement location. One of the key features of the resettlement programme is the establishment of a local Resettlement Inter-Agency Working Group in the receiving municipality, mirroring the structure of the national Working Group, to coordinate the planning and operation of the local resettlement programme. The Chair of the Working Group also acts as the point of local contact with the OPMI in both the pre and post-arrival phases of the programme.

The OPMI provides municipalities with funding for an interpreter for the initial period after refugees' arrival. Where resettlement is taking place in a small community, funding is provided by the OPMI for a full/part time Resettlement Support Worker. In addition funding may also be provided for a full/part time Intercultural Worker who can act as an intercultural and language interpreter where the resettled group is considered to be particularly vulnerable.

Receiving municipalities are generally smaller towns with populations of 4-10,000 people. Placement is also driven by the Irish government's belief that smaller communities can offer a better welcome and support to resettled refugees. To date, refugees have been resettled in 18 different towns and cities, 17 of which are outside the capital city Dublin. The OPMI aims to promote better long-term integration by allocating one arrival group of the same national, ethnic and/or cultural background at a time to a local community. Generally, Irish municipalities receive just one arrival group each, although second and third resettlements have exceptionally taken place in the same community in cases where refugees from the same country of origin or with a common language are being resettled.

When selecting a receiving community, OPMI considers if all services required by new arrivals will be available to them. Serious medical cases are generally placed in a city close to a hospital, and individual cases are also usually resettled in a city where they can develop links with other communities from their region. Persons with special needs are placed as close as possible to the service(s) they require, while persons admitted as part of a group of five or more families are generally placed in a town outside of the capital.

Integration services & support

Length: up to 18 months

Components: Following the cultural, civic and language course provided during the first 8-12 weeks in the reception centre, and the subsequent move to municipalities, integration

services and support for resettled refugees are mainstreamed into wider provision for other refugees and third-country nationals in Ireland. These programmes and measures are delivered via national initiatives such as the Intercultural Education Strategy, Intercultural Health Strategy, the Garda (Police) Diversity Strategy, including the setting up of the Racial, Intercultural and Diversity Office in addition to anti-racism and diversity strategies, and support networks and forums developed by municipalities.

During the first 12 – 18 months post arrival, resettled refugees are assigned to a specific resettlement support worker who functions as their central point of contact for advice, information and support. The support worker assists the refugees to negotiate with service providers and ensures that they receive services appropriately. The resettlement support worker is encouraged not to act on behalf of, but rather to build the capacity of the refugee so that the refugee can gradually take responsibility for managing their own affairs. Where issues arise with regard to service provision, the resettlement support worker may seek the assistance of the local resettlement inter-agency working group to resolve the issues for the particular individual and to initiate organisational change at a local level.

As other refugees in Ireland, resettled refugees are entitled to a 2-year programme of English language tuition and 'socialisation' (cultural orientation) via the national 'Refugee & Socialisation Programme'. The programme is provided by Education and Training Boards (ETBs), a network of 16 public education authorities responsible for adult education and training, and some elements of primary and secondary education, in cities and counties across Ireland. Local ETBs shape their provision for resettled refugees according to the overall needs of the specific group and of the individual adults within it. For example, some ETBs have provided specialist language tuition for those not literate in their first language, and home-based, one-to-one tuition for families with pre-school age children. Resettled refugees are not obligated to attend ETB classes or take up offers of other types of provision from the ETB.

Arrangements for housing vary across localities, but in general housing for resettled refugees is rented accommodation owned by the municipality and/or local private landlords. Some municipalities have placed resettled refugees on mainstream waiting lists for social housing and provided temporary housing for the intervening period. In others, notably Carlow County, municipalities have made use of long-term contracts with private landlords to

which resettled refugees could effectively be added as a third party after their arrival.

Resettled refugees are eligible for the same welfare assistance as Irish citizens. Welfare payments include financial assistance to cover daily living costs while seeking employment, specific assistance for those with disabilities and/or illnesses, child benefit and assistance with rental costs. Ongoing eligibility for welfare assistance does not depend on attendance at language or social orientation classes provided by the ETB.

Several municipalities have implemented specific integration initiatives designed to increase mutual understanding between resettled refugees and wider local communities. These have included programmes such as befriending schemes, after-schools clubs, sports activities and art exhibitions and recruitment of local people as volunteer mentors, to encourage participation at a local level.

Based on the needs of each group, several municipalities have extended the initial one-year period of specific integration support to 2 or 3 years. These extensions have been funded by the European Refugee Fund (ERF), co-financed by the OPMI. The OPMI continues to provide mentoring support to local communities involved in resettlement, including for example technical assistance to municipalities to complete applications for ERF funding.

In most municipalities, support for long-term integration is mainstreamed into service provision for the general population, with emphasis placed on enabling refugees to become self-sufficient. In Kilkenny, for example, the municipality established a permanent local Integration Forum and invited contributions from the local community, service providers and the Sudanese Association formed by resettled refugees.

Use of the European Refugee Fund (ERF)

Persons resettled using 2012 ERF funding

- ☑ Persons resettled under a Regional Protection Programme
- ☐ Unaccompanied minors
- ☐ Women and children at risk; particularly from psychological physical or sexual violence or exploitation
- ☑ Persons with serious medical needs that can only be addressed through resettlement

Pledges made to resettle under ERF specific categories for 2013

- ☑ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme

☐ Women and children at risk
☐ Unaccompanied minors
☐ Survivors of torture and violence
☑ Persons with serious medical needs that can only be addressed through resettlement
☐ Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs

Pledges made to resettle under ERF resettlement common EU priorities for 2013

☑ Congolese refugees in the Great Lakes Region
☑ Refugees from Iraq in Turkey, Syria, Lebanon, Jordan
☐ Afghan refugees in Turkey, Pakistan, Iran
☐ Somali refugees in Ethiopia
☐ Burmese refugees in Bangladesh, Malaysia and Thailand
☐ Eritrean refugees in Eastern Sudan

Evaluations

Several evaluations of the Irish resettlement programme have been carried out. One evaluation was completed in 2008 in the framework of Ireland's participation in MOST[44], a transnational project funded by the European Refugee Fund and led by the Ministry of Labour in Finland. The final project report made several recommendations for pre-departure orientation that have since been implemented, and highlighted the positive impact of mentoring, befriending and sports initiatives for long-term integration.

Another evaluation, completed in 2011, was commissioned by Carlow Council Development Board to provide a 'systematic assessment of the Carlow Rohingya Resettlement Programme'.[45] In-depth interviews with resettled refugees and local service providers highlighted successful aspects of the programme including strong local partnerships, volunteering and befriending and the positive engagement of local media. Interviews also highlighted factors that presented challenges for refugees' integration, including inadequate interpreting resources (particularly for health services) and specific challenges for older refugee teenagers.

Strengths & Challenges

Strengths:

- Ahead of resettled refugees' arrival the OPMI supports the establishment of a local Resettlement Inter-Agency Working Group comprising service providers and other stakeholders in the resettlement process. This approach ensures existing local

44 Modelling of Orientation, Services & Training related to the Resettlement & Reception of Refugees

45 Titley, A Carlow Rohingya Resettlement Programme Evaluation 2010, 2011

partnerships are mobilised for the benefit of resettlement, that the local community takes responsibility for the integration process, and that new partners that have not previously collaborated are brought together to address issues as they arise using a partnership approach. It also provides a clear, single point of contact for local resettlement support workers and for central government, and can constitute a vehicle for joint funding bids and evaluation exercises

- The national and local Working Groups provide an ongoing framework for interagency working after refugees' arrival, facilitating early notification of challenges and problems and enabling timely joint responses by all partners.

Challenges:

- Due to the financial crisis, the number of resettled refugees received by Ireland has decreased substantially in recent years, from 192 in 2009 to 49 in 2012. While the Irish government has increased numbers to be resettled to 80 refugees during 2013, the ongoing impact of the financial crisis provides an extremely challenging context for the future of the Irish resettlement programme.

New Developments

For 2013, 80 refugees will be accepted for resettlement to Ireland. This total comprises 50 persons under the annual quota, including four families (approximately 20 persons) accepted under the medical resettlement programme, and a further 30 persons in response to a UNHCR appeal for resettlement places for non-Iraqi refugees resident in Syria. The resettlement of the latter group of 30 will be funded by the EU Preparatory Action for Emergency Resettlement.

A further 10 Somali refugees will arrive from Malta as part of intra-EU relocation, bringing the total number relocated from Malta since 2007 to 40 persons.

The Netherlands at a glance

- **Population:** 16 730 348
- **GDP (Per capita):** 131 PPS (available for 2011 only)
  PPS=Purchasing Power Standard, based on the EU 27 average of 100
- **Asylum applications total (2012):** not available
- **Total decisions reached in 2012:** not available
- **Positive decisions (refugee status, subsidiary protection and humanitarian reasons):** not available

2012 data, published by Eurostat in May 2013

The Dutch resettlement programme at a glance

Resettlement quota and main actors

Start of annual quota: 1984

Current quota: Average 500 each year. A flexible four-year quota allows unused places to be carried forward into subsequent years within the four-year period. The current flexible quota period is 2012-2015 (2000 places in total).

Main national actors: the Ministry of Security and Justice including the Dutch Immigration and Naturalisation Service (IND), and the Central Agency for the Reception of Asylum Seekers and Refugees (COA), the Ministry of Foreign Affairs, the national guardianship organisation Nidos (UAM) and local authorities. NGOs include the Dutch Council for Refugees (DCR) and the Foundation for Refugee Students (UAF).

Resettlement numbers

YEAR	ACCEPTED (PERSONS)	ARRIVALS (PERSONS)	NATIONALITY➲COUNTRY OF ASYLUM OF LARGEST GROUPS
2013* *anticipated*	500		Congolese➲Rwanda, Uganda Ethiopians➲Kenya Iraqis➲Jordan Eritreans➲Sudan Burmese➲Thailand

YEAR	ACCEPTED (PERSONS)	ARRIVALS (PERSONS)	NATIONALITY➲COUNTRY OF ASYLUM OF LARGEST GROUPS
2012	483	326	Ethiopians➲Kenya Iraqis➲Lebanon Eritreans➲Sudan Burmese➲Thailand Colombians➲Ecuador
2011	556	530	Bhutanese➲Nepal Burmese➲Thailand Ethiopians➲Kenya Iraqis➲Syria
2010	484	435	Bhutanese➲Nepal Burmese➲Thailand Eritreans➲Sudan Iraqis➲Syria, Jordan
2009	401	367	Iraqis➲Jordan, Syria Ethiopians➲Kenya Eritreans➲Sudan Somalis➲Kenya Bhutanese➲Nepal

UNHCR Submission categories considered for resettlement

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☑ Medical needs - *max. 30 persons per year*
☑ Women and girls at risk
☑ Family reunification -within quota *(if application lodged within 3 months after arrival)*
☑ Children and adolescents at risk
☑ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)

☑ **Emergency** *max. 7 days between submission and resettlement*
- 100 dossier submissions per year, including 50-60 emergency cases (where requests are received from UNHCR)
☐ **Urgent** *within 6 weeks between submission and resettlement*
☑ **Normal** *within months between submission and resettlement*

The Netherlands' Resettlement Programme

Legal Basis

Resettlement to the Netherlands is not formally regulated by law. The 2000 Aliens Act provides the legal basis for refugee recognition, the identification of beneficiaries of international protection outside of the Netherlands, and the grounds for admission. Overall policy and procedures for resettlement are laid out in the Minister of Justice's Decree (WBV 2010/10). The Policy Framework for Resettlement sets out priorities for the Dutch quota, and is renewed for each four-year flexible quota period.

Resettlement Criteria

Basic criteria

- Being recognised as a refugee as such according to the 1951 Convention on Refugee Status or be a person in need of subsidiary protection.
- Persons may also be accepted for resettlement for humanitarian reasons and via family reunification under specific conditions (see 'Family Reunification' below).

Criteria related to integration

- Willingness and ability to integrate into Dutch society.
- UNHCR is encouraged to submit more 'high profile' cases such as human rights advocates (see 'New Developments' below).

Identification and Selection

The Netherlands carries out up to four selection missions per year, and interviews approximately 100 refugees per mission. Selection mission delegations include representatives from IND (including an IND medical doctor), the Ministry of Foreign Affairs and COA, who collectively discuss cases before final selection decisions are made by IND ahead of the delegation's return to the Netherlands. Processing time between acceptance and departure generally does not exceed 6 months.

Approximately 20 per cent of the quota is selected based on dossier submissions, including medical and emergency cases. The Netherlands has also selected emergency cases from the Emergency Transit Facility (ETF) in Timisoara, Romania.[46]

Refugee Status, Permanent Residency & Citizenship

There is no legal provision enabling the Dutch government to take asylum decisions outside of the territory, and resettled refugees must therefore apply for asylum on arrival in the Netherlands. Applications are processed and refugee status granted at the airport, where an asylum residence

46 See Chapter IV for more information on the ETF

permit ('asiel bepaalde tijd') valid for five years is then issued.

A permanent residence permit may be issued after an initial five years of residency, in cases where refugees have passed the national integration exam (see 'Integration services & support' below) and have not committed a criminal offence. Refugees are eligible to apply for citizenship after five years of permanent residency and on passing a civic integration test.

Family reunification

Family reunification of refugees can take place both within and outside the quota. Family reunification under the resettlement quota is possible for spouses, biological children under 18 and foster children who are part of the family.[47]

Besides the latter, other family members eligible for family reunification include:

- Unmarried partners, including same-sex partners, only if assessed as dependent on the person granted asylum;
- Children over 18, also if dependent;
- Parents of a minor child with an asylum status;

Resettled refugees can apply for family reunification within 3 months upon arrival or upon the date the residence permit is granted. After 3 months, it is still possible to apply but not within the resettlement programme and upon fulfillment of income requirements. Relationships need to be made credible either with statements, documentary evidence or sometimes DNA-examination (children).

Resettled refugees can still apply for family reunification more than three months after arrival, but in such cases must prove that he/she has sufficient income to support the family member or relative(s) in question.[48]

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

☑ Sharing of information gathered during Cultural Orientation (CO)

☑ Other:

Social intake files: COA conducts 'social intake' interviews during selection and pre-departure CO missions to gather biographical and social information, at which the COA representative and refugees discuss

47 In the case of children, relationships need to be proven either with documentary evidence or DNA-examination.

48 While unemployment benefits can be counted as part of this income, work and social assistance benefits cannot.

both life in the Netherlands and the refugees' expectations of their resettlement. Social intake files are transferred to receiving municipalities.

Referral mechanism - COA and UAF: UAF supports refugees (including resettled refugees) in the Netherlands to access higher education. As part of a cooperation agreement on resettlement between COA and UAF, COA identifies refugees willing and able to access higher education[49] during selection and pre-departure CO missions and refers the cases to UAF. UAF and COA liaise with municipalities close to or where there are higher education institutions to secure housing, thus enabling refugees to access higher education more easily (see 'Integration in Focus' below).

Pre-departure

☑ **Cultural Orientation (CO):** Almost all refugees selected for resettlement to the Netherlands receive pre-departure CO, including both those selected during selection missions or on a dossier basis.

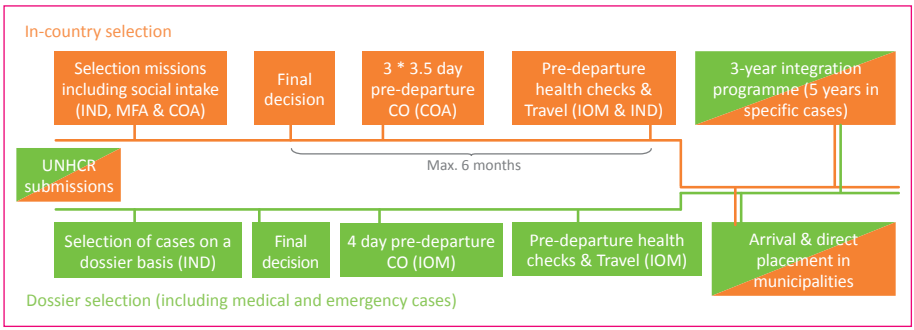
Refugees accepted for resettlement during a selection mission attend three pre-departure CO training sessions organised by COA. Each session takes place over 3.5 days, and includes Dutch language tuition and information about resettlement departure and travel, Dutch society and life in the Netherlands and the receiving municipality.

In 2010, the Netherlands piloted a CO programme for refugees selected on a dossier basis. This group did not previously receive any pre-departure CO. Developed by IOM, the Netherlands Cultural Orientation (NLCO) programme provided refugees with a 3-day CO programme. A second NLCO project began in late 2011, and extends the CO programme for dossier cases to four days.

☑ **Medical Exam:** IND

☑ **Travel arrangements:** IOM

49 UAF generally requires refugees they support to have 11-12 years prior experience of formal education.



Integration in Practice

Reception

Refugees are welcomed upon arrival at Schiphol airport by representatives of COA. Refugees spend one night at a hotel, complete some initial paperwork, are given a residence card by IND and undergo TB screening. They are then accompanied to the receiving municipality by representatives from COA. Before 2011, all resettled refugees were placed in a centralised reception centre in Amersfoort, where they would stay for a period of 3-6 months before moving to municipalities. Centralised reception was abolished in 2011 and replaced by a system of direct placement in municipalities.

Placement policies

In the Netherlands, resettled refugees are placed in municipalities by COA using the reception placement system for asylum seekers established through (voluntary) contracts between COA and local authorities. Municipalities are obligated to house a certain amount of refugees, with quotas set for 6-month periods, and can indicate if they want to receive resettled refugees as part of this obligation.

COA contacts municipalities about the housing needs of resettled refugees as soon as they are selected. A lack of available affordable housing in larger municipalities means that resettled refugees are dispersed over a large number of smaller municipalities in the north, east and south of the country, away from the main urban centres in the west. Refugees are not obliged to remain in the municipality where they have been placed, but are not automatically provided with alternative housing in a new municipality should they move.

Integration services & support

Length: 3 years (can be extended to 5 years for persons requiring literacy training).

When arriving in the municipality, refugees are received by municipal staff working in conjunction with an NGO (most often the Dutch Refugee Council). Furnishing of housing for resettled refugees and the division of other tasks between municipalities and NGOs are configured differently in different municipalities. NGOs assist refugees for some time to help them find their way in the community.

Since January 2013, all holders of an asylum permit,[50] including resettled refugees, are obliged to demonstrate their integration into Dutch society

50 Exemptions can be granted on medical and/or psychological grounds.

Bhutanese children going to the local primary school in Wommels (North Netherlands)/UNHCR/P.de Ruiter

within three years of their arrival.[51] Integration is demonstrated by passing the national integration exam, which includes components on Dutch language[52] and society.

Dutch integration policy has recently moved from extensive government involvement in fostering integration to a strong emphasis on individual responsibility. Prior to 2013, municipalities were required to provide access to integration courses and exams for all refugees and newcomers. Under the new system, refugees and newcomers are responsible for independently finding and paying for their own integration courses and language tests. These courses are delivered by official institutes, and refugees may request a loan for up to €10,000 to finance these activities. All refugees who pass the civic integration test within three years are exempt from the requirement to repay the loan. Refugees who are unemployed are eligible to receive the same social welfare benefits as other unemployed Dutch residents or citizens.

INTEGRATION IN FOCUS: Resettlement of refugee students

Since 2012, the Foundation for Refugee Students (UAF), together with COA and selected municipalities, universities, and student associations has implemented a project focused on the needs of highly educated refugees resettled to the Netherlands. Co-financed by the national ERF programme,

51 Three years after the date the asylum permit is issued for refugees exiting the asylum system.

52 Since the start of 2013, the integration exam tests speaking, reading, listening and writing skills to European A2 level, whereas the previous exam included only a spoken Dutch test.

the project aims to improve the reception arrangements for highly educated refugees by facilitating their access to higher education as soon as possible after arrival.

COA refers resettled refugees to UAF in advance of their arrival to municipalities, allowing for better planning of educational guidance, language training and educational courses once refugees arrive in the Netherlands. Pre-arrival cooperation between COA, UAF and municipalities also enables refugees to be housed in areas with easier access to universities and other higher education establishments. In cases where it is not possible to secure housing in larger university cities, such as is the case in Amsterdam and Utrecht, resettled students are housed in smaller, nearby municipalities.

The project has also developed a mentoring programme, within which matches Dutch students with resettled refugees to provide them with support to settle into university life. UAF has also produced a film on the education system in the Netherlands for use in COA's pre-departure CO programme, so resettled refugees are given a realistic picture of educational and career opportunities in the Netherlands.

Use of the European Refugee Fund (ERF)

Persons resettled using 2012 ERF funding

- ☑ Persons resettled under a Regional Protection Programme
- ☑ Unaccompanied minors
- ☑ Women and children at risk; particularly from psychological physical or sexual violence or exploitation
- ☑ Persons with serious medical needs that can only be addressed through resettlement

Pledges made to resettle under ERF specific categories for 2013

- ☐ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☑ Women and children at risk
- ☑ Unaccompanied minors
- ☑ Survivors of torture and violence
- ☑ Persons with serious medical needs that can only be addressed through resettlement
- ☑ Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs

Pledges made to resettle under ERF resettlement common EU priorities for 2013

- ☑ Congolese refugees in the Great Lakes Region
- ☑ Refugees from Iraq in Turkey, Syria, Lebanon, Jordan

- ☐ Afghan refugees in Turkey, Pakistan, Iran
- ☐ Somali refugees in Ethiopia
- ☐ Burmese refugees in Bangladesh, Malaysia and Thailand
- ☑ Eritrean refugees in Eastern Sudan

Evaluations

The Research and Documentation Centre (WODC)[53] at the Ministry of Justice carried out an evaluation of the new model of direct placement in municipalities introduced in the Implementation Plan for Direct Placement of Invited Refugees in municipalities in 2011.[54] While the study concluded that the system of direct placement of resettled refugees in municipalities generally operated smoothly, and was largely experienced as positive by the parties involved, it also identified a number of problems that had occurred, including how:

- delays in issuing residence permits had caused difficulties for accessing welfare and child benefits, and opening bank accounts;
- some municipalities have limited awareness of the health needs of resettled refugees, and did not always facilitate prompt access to healthcare for the refugees they received. Doctors interviewed as part of the research also pointed to the January 2012 abolition of compensation for the cost of interpreters as a barrier to the effective provision of healthcare for resettled refugees.

The Dutch Council for Refugees commissioned Regioplan to conduct research,[55] published in December 2012, on the experiences of refugees, volunteers and practitioners in the context of the new direct reception model. The evaluation was again relatively positive, with the following recommendations for improvement:

- More detailed case information should be provided by COA to Dutch Refugee Council staff working in municipalities.
- Placement of refugees in municipalities should involve a more detailed assessment of the support structures and assistance available in specific localities.

A 2010 study by Global Human Rights Defence (GHRD) and Dutch Refugee Council researched the specific experiences of the 229 Bhutanese refugees resettled to the Netherlands after long periods spent in camps in Nepal, and produced several key recommendations in relation to this group, including:

- Integration support and services should be tailored to meet the needs

53 Wetenschappelijk Onderzoek en Documentatiecentrum
54 Pro facto, Directe plaatsing in gemeenten van hervestigde vluchtelingen, February 2013
55 Regioplan Policy Research (December 2012) 'Opvang van uitgenodigde vluchtelingen'

of refugees from specific groups and backgrounds.

- Bhutanese refugees have strong cultural and family ties, and separation via placement in different municipalities thus created barriers for integration. Bhutanese families should therefore be placed near to others, and family reunification policies should be made clearer to refugees.

Strengths and Challenges

Strengths

- The Dutch resettlement programme is a well-established programme that offers protection to a varied caseload of refugees, including medical and emergency cases submitted on a dossier basis. The flexible four-year quota model enables the Dutch resettlement quota to be fully utilised.

- Partnerships between governmental authorities and NGOs are well established, particularly at the local level where Dutch Refugee Council volunteer support is available in most municipalities.

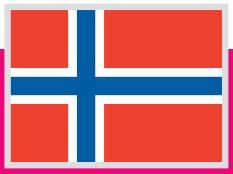
Challenges

- Periods between selection and arrival are relatively long (6 months), influenced by the requirement for refugees selected or resettlement to attend three CO sessions before departure to the Netherlands.

- Integration policy and discussion are increasingly focused on the obligatory nature of integration for refugees and other newcomers, with punitive measures applied where this obligation is deemed not to have been met. This approach is also evident in resettlement selection criteria and processes, which stipulate that where the refugee is assessed as being 'difficult' to integrate, the submission will be rejected.

New Developments

- When the system of placing refugees directly in municipalities was introduced, municipalities received a basic payment of around €2,000 per adult and €1,000 per child as an additional payment, to incentivise their involvement in resettlement. These incentive payments will cease in 2013 - from 2014, municipalities will receive the same amount of money (€1,000) per resettled refugee as for refugees recognised via the domestic asylum procedure.



Norway at a glance

- **Population:** 4,985,870
- **GDP (Per capita):** 186 PPS (available for 2011 only)
  PPS=Purchasing Power Standard, based on the EU 27 average of 100
- **Asylum applications total:** 9 685
- **Total decisions reached in 2012:** 10 610
- **Positive decisions (including refugee status, subsidiary protection and humanitarian reasons):** 5 180

2012 data, published by Eurostat in May 2013

The Norwegian resettlement programme at a glance

Resettlement quota and actors

Start of annual quota: early 1980s[56]

Current quota: approximately 1,200 per year (as of 2013). A flexible three-year quota allows unused places to be carried forward into subsequent years within a three-year period. The current flexible quota period is 2013-2015.

Main national actors: Ministry of Justice and Emergency Planning, Norwegian Directorate of Immigration (UDI), Ministry of Children, Equality and Social Inclusion, Directorate of Integration and Diversity (IMDi), municipalities, Norwegian People's Aid (NPA), Norwegian Refugee Council, Norwegian Organisation for Asylum Seekers, Norwegian PEN.

Resettlement numbers

YEAR	ACCEPTED	ARRIVALS	NATIONALITY➲COUNTRY OF ASYLUM OF LARGEST GROUPS
2013 *anticipated*	1120		Afghans➲Iran Somalis➲Kenya Refugees➲ Turkey Eritreans➲Eastern Sudan Congolese (DRC)➲Uganda

56 Ad-hoc resettlement from 1945

YEAR	ACCEPTED	ARRIVALS	NATIONALITY➲COUNTRY OF ASYLUM OF LARGEST GROUPS
2012	1110	1 300	Eritreans➲Eastern Sudan Afghans➲Iran Somalis➲Kenya Iranians➲Turkey Burmese ➲Malaysia
2011	1370	1289	Various (ex-Libya)➲Tunisia Eritreans➲Eastern Sudan Somalis➲Kenya Burmese➲Malaysia Bhutanese➲Nepal Afghans➲Iran Iranians➲Turkey
2010	1130	1116	Eritreans➲Eastern Sudan Iraqi and ex-Iraqi Palestinians➲Syria Burmese➲Malaysia Afghans➲Iran Iranians➲Turkey
2009	1162	1420	Eritreans➲Eastern Sudan Afghans➲Iran Bhutanese➲Nepal Iraqi and ex-Iraqi Palestinians➲Syria Burmese➲Malaysia

UNHCR submission categories considered for resettlement

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☑ Medical needs - *20 cases (within the Twenty-or-More programme for refugees with medical needs)*
☑ Women and girls at risk - *priority given to WAR cases, and 60 % of the total quota is reserved for women and girls.*
☐ Family reunification
☑ Children and adolescents at risk
☑ Lack of foreseeable alternative solutions
☑ Other: *80 places per year are allocated for 'alternative use' - under which Norway provides costs for resettlement places in countries outside of Europe, such as Argentina.*

UNHCR Priority levels accepted (with sub-quota where applicable)

☑ **Emergency** *max. 7 days between submission and resettlement -75 cases*
☑ **Urgent** *within 6 weeks between submission and resettlement*
☑ **Normal** *within 12 months between submission and resettlement*

Norway's Resettlement Programme

Legal Basis

There is no specific legal basis for refugee resettlement in Norway. The Norway Immigration Act 2008 (No.35) provides general criteria for the recognition of refugees, and effectively serves as the legal basis for resettlement.

Resettlement Criteria

Basic criteria

- A refugee must be recognised as such according to the 1951 UN Convention Relating to the Status of Refugees.

Supplementary Criteria

- Norway allocates 60 per cent of the resettlement quota to women and girls, and prioritises 'Women and Girls at Risk' (WAR) cases.
- Norway's participation in broader strategic resettlement programmes may be considered within the resettlement selection process.[57]
- Exceptionally, applicants may be considered solely on the basis of strong humanitarian considerations, for example where a refugee has an accompanying family member of a different nationality and without protection needs.
- When selecting refugees for resettlement, UDI and IMDI also consider the capacity for municipalities to offer appropriate facilities and services for the refugee(s) in question. For example, capacity to settle refugees with reduced mobility - such as wheelchair users and the elderly - is currently limited. Where refugees require specialist treatment, such as that related to previous experiences of torture, the availability of these services is considered as part of the selection decision-making process. UDI can request, via UNHCR, that specific refugees undergo medical examinations before a decision is taken on their resettlement. Cases will normally be rejected if appropriate treatment is not available in Norway.

57 Norway is a member of the Iran Contact Group chaired by Sweden, and also resettles Eritreans from eastern Sudan as part of a strategic resettlement initiative.

Identification and Selection

Each year, the Norwegian Parliament approves the number of refugees that will be resettled and the nationalities and regions from which they will be selected. The Ministry of Justice and Emergency Planning proposes how the quota will be allocated, through consultations with the Ministry of Children, Equality and Social Inclusion and the Ministry of Foreign Affairs. The allocation is based on information and suggestions made by the Norwegian Directorate of Immigration (UDI) after consultation with the Directorate of Integration and Diversity (IMDi). Norway is the only country in Europe where NGOs are encouraged to give advice to the government, through various meetings, when planning the yearly allocation of the quota and the selection process.

UDI is responsible for final resettlement decisions, refugee status determination procedures and issuing entry visas. Norway prioritises submissions from UNHCR, but UDI may also process cases referred by Norwegian embassies, other international organisations, criminal courts - with which Norway has witness resettlement agreements -, and Norwegian NGOs in areas where UNHCR is not present (including PEN and the Norwegian Helsinki Committee).

Norway selects approximately 870 refugees a year via selection missions carried out by UDI and IMDi, and approximately 250 refugees based on dossier submissions from UNHCR. Municipality representatives recently began participating in some selection missions as observers.

The average processing time from decision to arrival for refugees selected via selection missions is 4 1/2 months. UDI aims to make decisions on emergency cases within 48 hours of submission, with departure arranged as soon as possible, and IMDi aims to find a receiving municipality for these cases within 48 hours from UDI's decision. Norway does not distinguish between urgent and normal priority submissions for the purposes of processing time.

Refugee Status, Permanent Residency & Citizenship

For dossier cases, refugee status determination is conducted on arrival in Norway. For refugees selected via selection missions, refugee status determination is completed prior to departure in the country of asylum. All resettled refugees receive a temporary residence permit valid for 3 years, issued prior to departure for selection mission cases and on arrival for dossier cases.

Resettled refugees can apply for a permanent residence permit after three years of legal residency in Norway,

and must evidence completion of the Norwegian 'introduction course' (see 'Integration services & support' below). Permanent residents are able to reside outside of Norway for a period of up to two years without jeopardising Norwegian residency rights.

Resettled refugees may apply for citizenship after a total of seven years legal residency in the country. Citizenship applicants must demonstrate proficiency in either Norwegian or the Sami language and - if successful - renounce any former citizenship.

Family reunification

Resettled refugees may apply for close family members - meaning a spouse, cohabiting partners or other family members who have lived together for at least two years and children under 18 years of age - to join them in Norway. Other family members may exceptionally be granted a permit to reside in Norway, and these types of applications are dealt with on a case-by-case basis. If refugees apply for family reunification within one year of arriving into Norway, then the general requirement to demonstrate income sufficient to meet the needs of family members is not applied.

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

- ☑ Briefing stakeholders after selection through missions or dossiers
- ☑ Forwarding pertinent information from Refugee Referral Form (RRF) to integration actors
- ☑ Sharing of information gathered during Cultural Orientation (CO)

How is information transferred for specific needs (medical or other)?

- UDI extracts information on family composition, language skills and educational background from the RRF and communicates this to IMDi. IMDi uses this information to select a municipality that offers the best integration perspectives for specific refugees.
- Where UDI has requested that pre-departure medical examinations are carried out for specific refugees, the outcomes of these will be shared with local actors as appropriate.
- UDI has established a consultancy contract with the Oslo University Teaching Hospital. Doctors analyse the medical information received from IOM for individual refugees and produce recommendations for services that would need to be

available for refugees in receiving municipalities. UDI uses this information to select an appropriate municipality for specific refugees. This system particularly facilitates service provision for dossier arrivals, which account for the majority of medical cases, and generally enables municipalities to better accommodate refugees' physical and psychological healthcare needs.

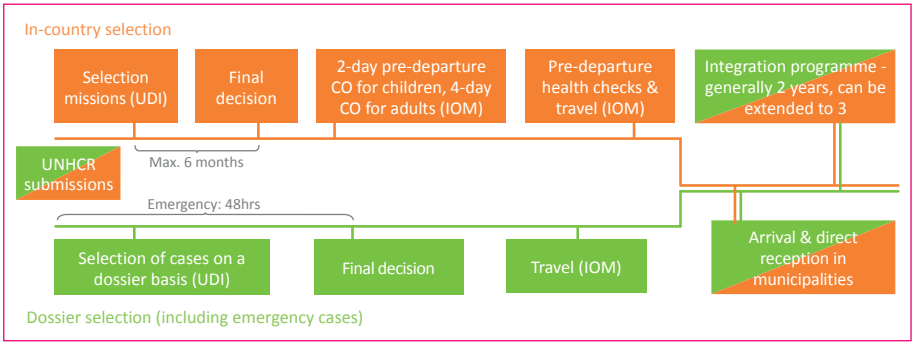
Pre-departure

☑ **Cultural Orientation (CO):** Since 2003, the Norwegian government has contracted IOM to develop and implement the Norwegian Cultural Orientation programme (NORCO). This pre-departure programme provides a four-day CO programme for adults (16 years and older) and a two-day programme for children (8-15 years). The training sessions are learner-centred and emphasise direct participation of refugees in activities including role-plays, case studies, problem-solving, games and debates. Video clips and presentations are used to elaborate specific CO topics, and participants are each provided with reference handbooks.

The NORCO programme is delivered by a bicultural trainer, from the same or similar background of the refugee group, who speaks the language of the cultural orientation participants and who has lived in Norway for some time. The use of a bicultural trainer means an interpreter is not required and communication is thus more direct. The trainer can also represent a role model for refugees, as he or she has learned Norwegian and managed to professionally establish him/herself in Norway.

☑ **Medical Exam:** IOM

☑ **Travel arrangements:** IOM



Integration in Practice

Reception

When municipalities agree to host refugees, it becomes their responsibility to receive the refugees on arrival into the Norway. It is mandatory to settle refugees within 6 months after refugees have been accepted on quota basis or granted asylum. Upon arrival, refugees are accompanied to private pre-arranged housing in host communities.

Placement policies

The Directorate for Integration and Diversity (IMDi) is responsible for placing refugees in municipalities. Municipality participation in receiving refugees is voluntary. Each year, municipalities receive requests from IMDi to receive refugees, and those that agree to do so provide IMD with information on the number of places it can provide and its capacity to meet specific needs that refugees may have. Six regional IMDi offices currently coordinate placement of refugees in 300 of the 429 Norwegian municipalities.

IMDi often places refugees from the same or similar ethnic or minority groups in the same municipality or neighbouring municipalities, so as to promote the development of social networks, reduce isolation and assist municipalities to provide better integration experiences for the refugees they receive. Unaccompanied Minors (UAMs) are resettled to a few specific municipalities that have developed expertise in working with this group.

Local authorities receive a government subsidy to meet the cost of refugees' introduction benefits for a five-year period, amounting to €77,405 per adult and €74,895 per child received. Municipalities also receive integration grants of varying amounts to cover additional expenses incurred in settling and integrating refugees during four years after arrival.

Integration services & support

Length: up to 3 years

Municipalities are obliged to offer integration services to migrants and refugees they receive. IMDi provides guidance to support the work of municipalities in this regard, and the Norwegian Association of Local and Regional Authorities (KS) provides a platform for municipalities to exchange best practices in resettlement.

Integration services include healthcare, children's education, appropriate housing, vocational training and employment support. Some elements of these services are delivered in the framework of individualised

'introductory programmes', which all refugees aged between 18 and 55 years must follow and which municipalities must provide within three months after refugees arrive. The federal government has developed quality standards that introductory programmes must meet, and which specify that programmes include:

- Norwegian language tuition.
- Measures to attain skills for labour market entry.
- Career guidance.
- Measures to continue education.
- Social studies in the immigrant's native language (where feasible).

Individualised programmes are developed based on the needs and attributes of refugees, with the ultimate aim of equipping adult refugees with basic Norwegian language skills, an insight into Norwegian society and support and training sufficient to enter the labour market or access education.

The normal duration period for introductory programme is 2 years, although municipalities can extend to 3 years if considered beneficial for a particular refugee. To acquire permanent residence in Norway refugees must complete the programme within 3 years, encompassing 550 hours of language training and 50 hours of social and cultural studies. Where refugees require additional language support, municipalities can offer up to 2,400 additional hours of language tuition.

Refugees receive financial support while following an introductory programme, conditional on their ongoing participation.

Although integration programmes are largely coordinated and implemented by municipalities, NGOs offer integration services and activities through specific projects and initiatives. The Norwegian Red Cross, for example, collaborates with municipalities on projects to enhance social integration such as 'Refugee Guide', in which Norwegian volunteers act as 'guides' providing information and social contact with the Norwegian population.

HIGHLIGHT: 'Til Topps' (To the top)

The 'Til Topps' ('To the top') project is an annual event at which refugees and migrants residents and Norwegian volunteers meet each other to go hiking. The aim of the project is to provide a joint activity that encourages and establishes links between local residents of both a refugee/migrant and Norwegian background, so as to facilitate better integration. The event is organised by the Norwegian Red Cross in collaboration with IMDi, KS and the Norwegian Trekking Association (DNT). The sixth event was held in

2013, and a total of 6,000 people - the majority resettled refugees - have taken part since the project began.

Evaluations

To date, no overall evaluation of the Norwegian resettlement programme has been carried out. An annual evaluation seminar is held to assess the NORCO programme, organised by IOM Oslo and attended by bicultural CO trainers, resettled refugees, municipalities, UDI and IMDi. Seminar outcomes are used to plan improvements in the NORCO programme for the year ahead.

Immigration Services of the Nordic countries meet with representatives from UNHCR twice a year to exchange experiences and discuss topics common to their national resettlement programmes.

Strengths and Challenges

Strengths

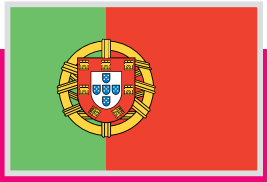
- The Norwegian resettlement programme is one of the largest quota programmes in Europe and - to date - the quota has been filled every year. The quota targets a varied caseload, including medical and emergency cases and high numbers of Women At Risk (WAR), and benefits from short decision-making and processing times.
- Placement in municipalities is characterised by strong cooperation between central and local governmental authorities. The placement system is particularly effective in terms of ensuring appropriate services for refugees with specific medical needs, and in enabling the development of local expertise in working with groups such as UAMs in specific municipalities.

Challenges

- Municipalities are experiencing increasing challenges in finding housing for single persons.
- Norwegian municipalities have received many resettled refugees with serious medical and social needs. While this aspect of the Norwegian programme has operated successfully, receiving refugees with these profiles has created a large call on local specialist services that has in some cases impacted negatively on the capacity of local services.

New Developments

- Norway is increasingly active in strategic resettlement, most recently with a focus on the protracted Eritrean refugee situation in Sudan and with respect to burden-sharing of medical cases from the Afghan refugee population in Iran. For 2013, Norway has re-engaged in the resettlement of Congolese refugees, conducting a selection mission to Nakivale Refugee Camp in Uganda has been conducted this year, including interviewing on site, and committed to receiving 75 Colombian refugees from Ecuador.
- In response to the UNHCR's 2011 Global Resettlement Solidarity Initiative for North Africa, Norway created 250 places in addition to the annual quota and made 60 places available from within the regular quota. Norway also expedited the resettlement of 45 UAMs from Shousha.



Portugal at a glance

- **Population:** 10 541 840
- **GDP (Per capita):** 77 PPS (available for 2011 only)
  PPS=Purchasing Power Standard, based on the EU 27 average of 100
- **Asylum applications total:** 295
- **Total decisions reached in 2012:** 230
- **Positive decisions (refugee status and subsidiary protection):** 100

2012 data, published by Eurostat in May 2013

The Portuguese resettlement programme at a glance

Resettlement quota and actors

Start of annual quota: 2007 (ad hoc resettlement as of 2006)
Current quota: 30
Main national actors: Immigration and Borders Service (SEF) under the Ministry of the Interior, Directorate-General of Consular Affairs under the Ministry of Foreign Affairs, Institute of Social Security (ISS) and Institute for Employment and Vocational Training (IEFP) under the Ministry of Employment and Social Security, Ministry of Education, Ministry of Health, Youth Courts under the Ministry of Justice, Portuguese Refugee Council (CPR), Jesuit Refugee Service.

Resettlement numbers

YEAR	ACCEPTED	ARRIVALS	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS
2013 *anticipated*			Not available at the time of publication
2012	30	23	Sudan (14), Eritrea (1)➲Egypt and Tunisia UAM (8) Guinea Conakry (2), Ethiopia (2), Liberia (1) DR Congo (1), Somalia (1), Afghanistan (1)➲Morocco, Egypt, Senegal, Kenya, Turkey, Thailand

YEAR	ACCEPTED	ARRIVALS	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS
2011	30	30	Eritrea (23), Iraq (5), Senegal (2)➲Tunisia, Syria, Mauritania, Ukraine
2010	33	33	Iraq (13), D.R. Congo (7), Afghanistan (6) Somalia (3), Uganda (2) Ethiopia (1) Iran (1)➲Syria, Ukraine, Mozambique, Libya, Belarus
2009	30	30	D.R Congo (12), Afghanistan (10), Iraq (4), Ethiopia (3), Somalia (1)➲Tanzania, Ukraine, Syria

UNHCR Submission categories considered for resettlement

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☐ Medical needs
☑ Women and girls at risk
☐ Family reunification
☑ Children and adolescents at risk
☑ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)

☐ **Emergency** *max. 7 days between submission and resettlement*
☐ **Urgent** *within 6 weeks between submission and resettlement*
☑ **Normal** *within 12 months between submission and resettlement*

Portugal's Resettlement Programme

Legal Basis & Background

The legal basis for resettlement in Portugal is set out in Article 35 of Asylum Law 27/2008.

Following two ad-hoc resettlement schemes in 2006, an official Resolution of the Council of Ministers (no. 110/2007) established Portugal as a resettlement country with an annual quota of 30 refugees per year.

Since 2006, a total of 160 refugees have been resettled to Portugal. 44% were female and 35% children. The annual resettlement quota was met in 2009, 2010 and 2011. Portugal uses places from within the annual resettlement quota for persons received via intra-EU relocation - one and six persons that were received from Malta in 2007 and 2010, respectively -. Portugal has pledged to relocate a further six persons under EUREMA II.[58]

Resettlement Criteria

Basic Criteria

All refugees under UNHCR's mandate[59] are considered for resettlement (article 35 (1) of Asylum Law 27/2008).

Supplementary Criteria

Cases accepted by Portugal to date have been from categories eligible for additional funding from the ERF 2008-13 - including women at risk (WAR), unaccompanied minors (UAM) and refugees from countries targeted within Regional Protection Programmes (RPPs).

Identification and Selection

To date, all resettlement cases submitted to Portugal have been considered on a dossier basis. Processing of resettlement dossiers is carried out by SEF. Article 35 (3) of Asylum Law 27/2008 requires that resettlement submissions are shared with the Portuguese Refugee Council (CPR) for issuance of an advisory opinion on the integration needs of specific cases, to be communicated within 5 working days. For the 2012 quota, processing time from submission to decision was approximately 2 ½ months and approximately one month from acceptance to departure.

To facilitate exit procedures, Portugal favours resettlement from countries where consular services are available. The Portuguese resettlement programme has historically favoured families - of the 120 refugees resettled during 2007-11, a total of 86 (72%) arrived with family members. In 2012, the programme focused solely on UAMs.

58 See Chapter V for more information on EUREMA I and II.
59 See Chapter I for further information.

Refugee Status, Permanent Residency & Citizenship

Refugees arriving through the resettlement programme receive Convention refugee status or subsidiary protection. To date, all resettled refugees have been granted refugee status. Resettled refugees are granted a five-year residence permit, which is renewable unless prevented by cessation of refugee status, or concerns related to national security or public order.

Refugees can obtain a 1951 Convention Travel Document on request from SEF, and refugee status is automatically extended to family members born after arrival.

After a six-year period of legal residency in the country, refugees may apply for citizenship. Applicants for citizenship are required to demonstrate Portuguese language proficiency at A2 level.[60]

Family reunification

In addition to immediate family members - married partners, children under 18, parents of children under 18 - other family members who are eligible to join through family reunification are:

- unmarried partners;
- children over 18 if legally incapable of caring for themselves/single and attending education;
- married children under 18;
- adopted children of the applicant and/or his/her partner (on legal recognition of the adoption by Portuguese authorities);
- parents and parents-in-law of adult legal residents (on demonstration of direct dependency); and
- unrelated minors in the care of the principal applicant (on legal recognition of guardianship by the Portuguese authorities).

Convention refugees are exempt from requirements to prove sufficient income or accommodation for incoming family members.

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

☑ Forwarding pertinent information from Refugee Referral Form (RRF) to integration actors

RRFs are passed to CPR by SEF during the selection process, and CPR's advisory opinions on each case identify information gaps on the

60 Common European Framework level A2 ('elementary level')

social profile of refugees that can be filled prior to their departure from the country of asylum. CPR shares general information with networks of local stakeholders, particularly those that are working in the area of the Reception Centre for Refugees in the municipality of Loures and the Reception Centre for Refugee Children in Lisbon.

How is information transferred for specific needs (medical or other)?
For resettled refugee children, information from the RRF on education, health, and family composition is shared on arrival with Youth Courts and healthcare providers. Local schools receive information before arrival to facilitate swift educational enrolment.

In 2012, a single general health practitioner for 8 resettled UAMs was arranged by CPR in cooperation with the local healthcare centre, and all relevant medical information from RRFs was shared before arrival with the practitioner.

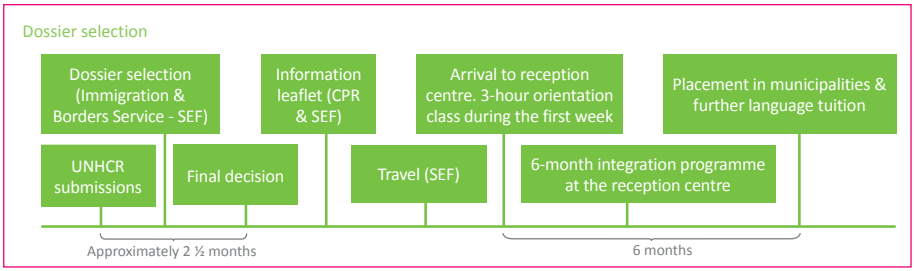
Pre-departure

☑ **Cultural Orientation:** In 2008, CPR and SEF (with ERF funding) prepared a pre-departure brochure for resettled refugees that included general information about Portugal and the resettlement programme, in particular service provision and the rights and duties of refugees. The leaflet was updated in 2012, and is available in both Portuguese and English. The brochure was shared with IOM in the context of Portugal's participation in the intra-EU relocation from Malta (EUREMA).

☐ **Medical Exam:** no medical examinations are carried out.

☑ **Travel arrangements:** Portuguese diplomatic missions & Portuguese Immigration Service

Travel arrangements are organised by SEF in cooperation with the Ministry of Foreign Affairs/ Directorate-General for Consular Affairs and UNHCR. The Portuguese Government has received assistance from the International Committee of the Red Cross (ICRC) for the issuance of 'laissez-passers' and cooperates with other EU Member State consulates on visa issuance in countries where no Portuguese consulate exists. In 2012, resettled refugees were issued with Convention travel documents by the Portuguese diplomatic representation in their first country of asylum.



Integration in Practice

Reception

Prior to 2013, CPR was the lead agency responsible for the reception and initial integration of resettled refugees. For 2013, the Jesuit Refugee Service will also become involved in this area of work. As the specifics of the new programme have yet to be clarified, the remainder of the chapter focuses on the resettlement programme up to 2013.

In previous programmes, refugees were welcomed at the airport by a CPR representative, together with an appropriate interpreter, and transferred to the CPR Reception Centre in Bobadela, in the municipality of Loures just outside of Lisbon. Refugees stayed in the reception centre for a period of approximately six months. The centre has capacity for 45 persons and is used to accommodate both resettled refugees and asylum seekers.

Recent increases in the number of asylum seekers, in addition to difficulties in finding move-on accommodation for resettled refugees after the initial 6-month period, has stretched the capacity of the centre. In response, the Institute of Social Security (ISS) has begun a process of 'decentralisation' of reception, or distributing refugees from the reception centre across the territory (see 'New Developments' below).

Placement policies

After six months of centralised reception, resettled refugees moved to housing in municipalities. Although welfare benefits received by resettled refugees are higher than average, they remain fairly limited in relation to housing costs and - despite the assistance of CPR and local social security services - finding affordable housing in the Lisbon area is challenging. Refugees subsequently tend to overstay in the reception centre, leading to bottlenecks in the reception system.

Resettled refugees have mostly stayed in and around Lisbon after the reception

phase. In Lisbon, they can benefit from CPR services and other specialised services, as well as from existing refugee and migrant community networks.

Integration services & support

Length: 6 months

Components: A 3-hour orientation class was delivered by CPR within the first week of arrival at the reception centre, and included practical, historical and cultural information on Portugal. On arrival into Portugal, children aged between 4 months and 5 years were referred to a CPR nursery school located in the reception centre. Enrolment of refugee children in public schools at basic and secondary level was also carried out immediately after arrival.

All adult resettled refugees attend 150 hours of mandatory intensive Portuguese language training while resident at the centre. After leaving the centre, refugees can access a further 150 hours of mainstream migrant language training courses under the national 'Português para Todos' programme. Supplementary language training provided by CPR at the reception centre also remains available to resettled refugees following their departure, and refugees may therefore attend over 300 hours of Portuguese language courses in total.

CPR provided legal[61] and social support in the centre, including financial assistance for food, transportation and other personal expenses, health and psychological care referrals and translation services.

A 'life project' or Personalised Integration Plan (PIP) was developed by CPR for each refugee during the first reception phase. The PIP mapped professional skills and experience, academic background, language skills and refugees' own expectations of their resettlement. CPR's Vocational Training and Employment Support Service (GIP) worked in partnership with the Portuguese Institute of Employment and Professional Training (IEFP) to support refugees in areas such as academic equivalence procedures and referrals to vocational training or opportunities for voluntary work.

After departing the reception centre, resettled refugees receive social security benefits to cover the costs of accommodation, food, transportation, education and healthcare. Social security payments are administered by the Institute of Social Security (ISS). The support provided to resettled refugees differs from mainstream social benefits in that it does not depend on prior social security contributions. As a consequence of the economic crisis,

61 In areas such as family reunification, diploma equivalence, employment advice/queries.

social security services have systematically reduced the level of payment received by resettled refugees, as well as budget lines allocated to both integration and mainstream support services.

Pledges made to resettle under ERF resettlement common EU priorities for 2013

Portugal did not pledge under the common EU resettlement priorities for 2013.

Use of the European Refugee Fund (ERF)

Persons resettled using 2012 ERF funding

- ☑ Persons resettled under a Regional Protection Programme
- ☑ Unaccompanied minors
- ☐ Women and children at risk; particularly from psychological physical or sexual violence or exploitation
- ☐ Persons with serious medical needs that can only be addressed through resettlement

Pledges made to resettle under ERF specific categories for 2013

- ☑ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☐ Women and children at risk
- ☑ Unaccompanied minors
- ☐ Survivors of torture and violence
- ☐ Persons with serious medical needs that can only be addressed through resettlement
- ☐ Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs

HIGHLIGHT: CPR project "Building a new life in Portugal"

Funded by the European Refugee Fund and running from between September 2011 until August 2012, the CPR project 'Construindo uma Nova Vida em Portugal' offered Portuguese language training adapted to meet the particular needs of resettled refugees. Literacy classes for refugees illiterate in their first language or unfamiliar with the Latin alphabet were organised in individual settings. The main objectives were to promote improved language and communication skills as a basis for future professional training and employment, but also as a means to create the self-esteem and self-confidence that are paramount in making refugees feel welcome and settled in the local community.

The project also offered individual language training to complement regular classes in school, easing initial communication challenges, building confidence that and promoting improved educational outcomes.

Evaluations

The Institute of Social Security (ISS) carried out an overall evaluation of the reception and integration of asylum seekers and resettled refugees in 2012, the results of which are as of yet unpublished.

Strengths and Challenges

Strengths

- NGO involvement in the planning and implementation of reception and integration services.
- The provision of specialised support at the start of the integration programme in the reception centre.
- Broad general support for resettlement, from both the political level and among the general public.

Weaknesses

- Delays and challenges in the selection and transfer of resettled refugees resulting in late and concentrated arrivals over a short period of time.
- The lack of an inclusive government-led coordination structure offering policy and operational guidance and involving all relevant stakeholders.
- Insufficient involvement of key stakeholders at central and local levels, such as by the Institute for Employment and Professional Training (IEFP) in the national programme and municipalities in reception and integration services.

New Developments

In January 2013, the ISS 'decentralised' the reception system for refugees leaving the reception centre, including resettled refugees who had reached the end of their 6-month residency there. The aim of this new policy is to distribute refugees over the territory, although the criteria on which this distribution will be based have not yet been outlined.

In October 2012, as the basis for the decentralisation process, a six-party cooperation protocol was signed by ISS, IEFP, SEF, High Commissioner for Immigration and Intercultural Dialogue (ACIDI), Santa Casa da Misericórdia de Lisboa (SCML) and CPR.[62] A permanent commission of representatives was put in place and will work on improving policy guidance, coordination and service provision among the signatories. Municipalities have not yet been included in the new cooperation

62 The objective as stated in the Protocol is to overcome the shortcomings of the reception and integration system as it stood then, notably excessive concentration of refugees in Lisbon area, overburdening social services that were incapable to draw up individual integration programs and offer adequate follow-up.

UAMs Refugee Reception Centre (CACR)/CPR/2012

protocol and are not formally involved in the decentralisation process.[63]

In December 2012, Portugal received eight UAMs under the resettlement programme.

They have been accommodated at the new Refugee Children Reception Centre (CACR), a partnership between CPR, SEF, the municipality of Lisbon and a private partner Swatch Tempus International.[64]

The new CACR is located in Lisbon and has the capacity to accommodate up to 18 UAMs. Inaugurated in May 2012, the facility offers more child-friendly reception conditions with support from a multidisciplinary team of childcare workers, a social worker and legal assistance aimed at promoting access to education and healthcare.

63 At the time of writing, there is no indication on whether municipalities will receive financial support from the central government. This would require them being involved in service provision following a decision by the Institute of Social Security but this has not been the case to date.

64 The construction was funded by Swatch, the Portuguese Ministry of Interior and the municipality of Loures. Activities have been funded by the municipality of Lisbon.

Romania at a glance

- **Population:** 21 305 097
- **GDP (Per capita):** 49 PPS (available for 2011 only)
  PPS=Purchasing Power Standard, based on the EU 27 average of 100
- **Asylum applications total:** 2 510
- **Positive decisions (refugee status, subsidiary protection and humanitarian reasons):** 230

2012 data, published by Eurostat in May 2013

The Romanian resettlement programme at a glance

Resettlement quota and actors

Start of ad-hoc or pilot programme: 2008

Most recent quota: 40

Main national actors: Ministry of Administration & Interior, General Inspectorate for Immigration (GII), Ministry of Foreign Affairs, Director for Asylum & Integration (DAI), Romanian Red Cross, ARCA Romanian Forum for Refugees and Migrants, Save the Children Romania, Jesuit Refugee Service (JRS) Romania.

Resettlement numbers

YEAR	ACCEPTED	ARRIVALS	NATIONALITY➲ COUNTRY OF ASYLUM OF LARGEST GROUPS	ETHNIC AND OTHER MINORITIES (IF APPLICABLE)
2013 *anticipated*	40[1]		Iraqi➲Turkey	
2012				
2011				
2010	38	38	Burmese➲Malaysia	Kachin
2009				

65 Cumulative annual quotas for 2012 and 2013.

UNHCR Submission categories considered for resettlement - *no submission priorities are established in Romania for refugees with specific needs. 10 persons shall fall under the category "women and children at risk"*

☑ Legal and physical protection needs
☐ Survivors of violence and torture
☐ Medical needs
☑ Women and girls at risk
☐ Family reunification
☑ Children and adolescents at risk
☐ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)

☐ **Emergency** *max. 7 days between submission and resettlement*
☐ **Urgent** *within 6 weeks between submission and resettlement*
☑ **Normal** *within 12 months between submission and resettlement*

Romania's Resettlement Programme

Legal Basis & Background

The Law no. 122/2006 on Asylum in Romania provides the general legal framework for refugee status eligibility (Art.3). The Government Decision no. 1596/2008 included specific information on criteria, quota and procedures for resettlement in Romania. This decision expired in 2010 and was extended by Government Decision no. 810/2012. The National Committee for Refugee Resettlement, a consultative body made up of representatives from the Ministry of the Interior and the Ministry of Foreign Affairs, makes annual recommendations for the countries of asylum and refugee groups that the Romanian resettlement programme should focus on for the coming year. The Committee bases its recommendations on factors including UNHCR's defined global resettlement needs, Romania's foreign policy and the joint resettlement priorities of the European Union. The Committee's recommendations must be approved by two government ministers prior to being communicated to UNHCR.

Romania has also contributed to global resettlement efforts through the establishment of an Emergency Transit Facility (ETF)[66] in Timisoara in 2008. The ETF facilitates transfers of refugees who for reasons of security urgently need to be removed from a country of asylum, but have not yet been accepted

66 See Chapter V for further information on ETFs.

for resettlement to a third country. Refugees that are accommodated by the ETF do not stay in Romania, and are instead always transferred to a third country.

Resettlement Criteria

Basic criteria

Persons eligible for resettlement must:

- be recognised as such according to the 1951 Convention on Refugee Status by a State or by UNHCR;
- not benefit from an effective protection on the territory of the country of asylum;
- not have integration perspectives in the country of asylum;
- not have perspectives for voluntary repatriation to the country of origin under conditions of safety and dignity;
- not present a threat to public order, national security, health or public morals; and
- have expressly accepted to be resettled to Romania.

Criteria related to integration

Romania also considers how far the refugee demonstrates potential for integration in Romanian society during the selection process, and requires refugees to meet minimum health status requirements set by the Ministry of Health.

Identification and Selection

All submissions for resettlement are made by UNHCR. All pre-selected refugees are interviewed by representatives from the Ministry of the Interior during selection missions, and individual medical evaluations are carried out by a doctor travelling with the Romanian delegation. The selection mission team which consists in 6-7 persons (decision officers, integration officers, registration officers, medical and psychological staff) drafts initial decisions which need to be approved by the Director General of RIO. Processing time between submissions and decisions is 10 working days and processing time between submission and departure is approximately 2 months.

Refugee Status, Permanent Residency & Citizenship

Resettled refugees enter Romania as 'transferred persons'. They are then legally recognised as refugees by the Ministry of the Interior and issued with a 3-year residence permit via a process concluded approximately 30 days after their arrival.

After 5 years of continuous residency,[67] refugees may apply for a permanent

67 Residence period is deemed continuous if the applicant has been absent from Romania for less than 6 consecutive months and if there has been less than a total of 10 months of absence.

residence permit if no action has been taken regarding their removal from the national territory.

Those wishing to naturalise as Romanian citizens must meet the requirements set out in the 1991 Romanian Citizenship Law, which require applicants to:

- have been residing on the Romanian territory for at least 4 years;[68]
- prove attachment to the Romanian state and people by his/her behaviour and attitude;
- have reached 18 years of age;
- have a legal means of providing for him/herself;
- have a general good behaviour and no convictions in the country or abroad for a crime that makes him/her unworthy of being a Romanian citizen; and
- have a good knowledge of the Romanian language, history, geography and Romanian institutions enabling him/her to integrate him/herself in the Romanian social life.

Being naturalised as a Romanian citizen always results in the loss of the applicant's former nationality.

Family reunification

Besides the married partners, children under 18 and parents of children under 18, other family members who are eligible for family reunification include:

- children over 18 if they are single and unable to support themselves for medical reasons;
- parents and parents-in-law of adult legal residents if they are unable to support themselves and if they lack family support in their country of origin.

The sponsor has to prove that he/she has sufficient income to support the family member or relative as well as appropriate accommodation.

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

☑ Sharing of information gathered during Cultural Orientation (CO)

How is information transferred for specific needs (medical or other)?

There is no system established to share information on specific needs.

Pre-departure

☑ **Cultural Orientation:** CO programmes are not always organised.

68 This is a rule which applies to persons with a refugee status, other third country nationals must prove that they have been legally residing in Romania for at least 8 years (or at least 5 years if they are married to a Romanian citizen).

Where they are arranged,[69] programmes are delivered by GII staff and a contracted NGO partner and funded under the ERF. Programmes include practical information about life in Romania, Romanian traditions and values, social services offered to refugees and departure procedures from the country of asylum, and incorporate discussions on expectations of refugees' efforts to integrate after their arrival into Romania. In 2013, CO will be carried out during the selection mission by a mixed team consisting of one representative from GII or the Integration Department and one NGO representative, with the support of IOM.

☑ **Medical Exam:** Romanian selection mission doctor

☑ **Travel arrangements:** International Red Cross for arrivals prior to 2013; responsible organisation to be determined for arrivals in 2013 and beyond (based on an open tender and grant agreement).

69 No CO programmed was delivered to refugees resettled in 2010.

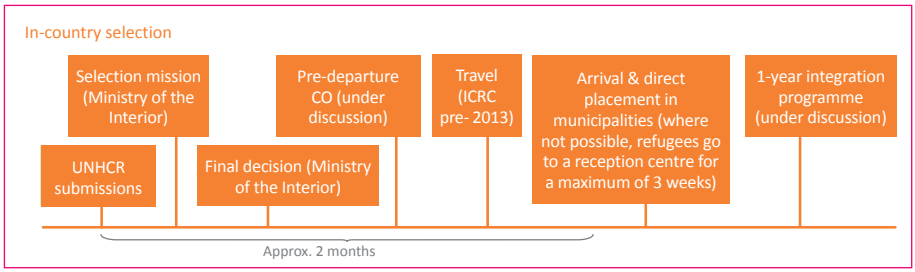
Integration in Practice

Reception

During the 2010 resettlement operation, refugees were initially accommodated in a reception centre in Galati, Romania, operated by GII and a civil society partner. For the 2013 arrivals, the government decided that - wherever possible - each group of 20 resettled refugees would go directly to the municipalities. Delays caused by the in-country refugee status determination process sometimes meant this was not possible. In these cases, a maximum period of 3 weeks was set for resettled refugees to remain in the reception centres.

Placement policies

In 2013, the Romanian government has stated that it will try to accommodate refugees directly into private



housing. The first group of 20 resettled refugees will be placed in Bucharest, while the remaining 20 in Timisoara. There is no financial support from the central government for cities receiving resettled refugees. However, the central government funds programmes implemented by local NGOs based in Bucharest and Timisoara.

Integration services & support

Length: 1 year

Components: GII coordinates the integration programme in cooperation with NGOs, and integration measures for resettled refugees are mainstreamed into provision for all refugees. For resettled refugees, the integration programme begins in a reception centre and consists of a language course, cultural orientation, social counselling and two months of financial assistance.

Outside of the reception centre, refugees can access free language courses (four hours per week for twelve months) provided by school inspectorates using a special curriculum.[70] Refugees also receive 39 hours of cultural orientation courses offering information on Romanian geography, history, the constitution, culture and values. In order to facilitate school registration of refugee children at the level corresponding to their knowledge, school inspectorates offer a free Romanian language course.

Housing for resettled refugees is free during the first 12 months, and financed through the ERF. Resettled refugees are assisted by JRS Romania to identify accommodation based on their needs and requirements. Refugees receive a financial assistance of € 124 (540 lei) per month and per person for 9 months.

For future groups of resettled refugees, as a response to the challenges encountered by the first group of refugees resettled to Romania (see 'Strengths and Challenges' below), JRS Romania will provide social assistance and counselling to support access to health and education, provide additional language courses, and provide material support and subsidies for food and clothes. JRS Romania will also organise social, recreational and cultural activities.

Beneficiaries of international protection in Romania are legally entitled to work, and to access unemployment benefits and employment support under the same conditions as Romanian citizens. An ERF-funded project implemented by JRS Romania provides refugees with vocational training, assistance in looking for jobs and in preparing for interviews.

70 Language courses are delivered in local schools and are based on a special programme for minor and adult foreigners.

Use of the European Refugee Fund (ERF)

Persons resettled using 2012 ERF funding

No resettlement arrivals in 2013.

Pledges made to resettle under ERF specific categories for 2013

- ☐ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☑ Women and children at risk
- ☐ Unaccompanied minors
- ☐ Survivors of torture and violence
- ☐ Persons with serious medical needs that can only be addressed through resettlement
- ☐ Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs

Pledges made to resettle under ERF resettlement common EU priorities for 2013

- ☐ Congolese refugees in the Great Lakes Region
- ☑ Refugees from Iraq in Turkey, Syria, Lebanon, Jordan
- ☐ Afghan refugees in Turkey, Pakistan, Iran
- ☐ Somali refugees in Ethiopia
- ☐ Burmese refugees in Bangladesh, Malaysia and Thailand
- ☐ Eritrean refugees in Eastern Sudan

Evaluations

The Institute of Social Security (ISS), in the Ministry of Employment and Social Security, carried out an overall evaluation of the reception and integration of asylum seekers and resettled refugees in 2012. To date, the results of this study have not been made public.

Strengths and Challenges

To date, Romania has only received resettled refugees on one occasion in 2010, when a group of 38 Burmese refugees of Kachin origin arrived to Romania from Malaysia. Upon arrival, they were accommodated at the Galati reception centre and registered within the governmental integration program. Additional support was provided to them through ERF and UNHCR programmes by four national NGOs including social counselling, supplementary Romanian language classes, CO sessions, IT training and employment support.

The refugees resettled in 2010 encountered many challenges on their arrival, partially due to inadequate preparations before arrival. Interpreters were not provided on arrival, and refugees were therefore not able to ask questions or understand what was happening, and several refugees had

specific health conditions and needs that they were not able to explain adequately. Many refugees felt that financial assistance and in-kind donations received from the Romanian government were not sufficient to sustain a decent living, and several requested resettlement to another country.

Most of the group subsequently left Romania and some sought asylum elsewhere in Europe, mostly in Nordic countries. Most were subsequently returned to Romania. Currently, six refugees are still enrolled in the Romanian integration programme for refugees.

New Developments

After a problematic resettlement experience in 2010, Romania did not resettle in 2011 and 2012. In 2013, however, a new group of Iraqi refugees are planned to arrive from Turkey. The Romanian government envisages different measures to facilitate the integration process of this group, focusing on increased language learning possibilities (intensive language courses for the first six months) and becoming economically self-sufficient. Possible measures that have been discussed for implementation include paid or apprenticeship programmes available to refugees within 4 months after arrival (depending on language proficiency).

Additional activities for the 2013 programme are awareness-raising activities aimed at local authorities from the areas where refugees will be accommodated, and outreach to existing Iraqi communities and to employers associations

Spain at a glance

- **Population:** 46 196 276
- **GDP (Per capita):** 98 (available for 2011 only)
  PPS=Purchasing Power Standard, based on the EU 27 average of 100
- **Asylum applications total:** 2 565
- **Total decisions reached in 2012:** 2 600
- **Positive decisions (including refugee status, subsidiary protection or humanitarian reasons):** 525

2012 data, published by Eurostat in May 2013

The Spanish resettlement programme at a glance

Resettlement quota and actors

Start of ad-hoc pilot programme: 2011-12

Most recent quota (2011): Up to 100 persons per year

Main national actors: Ministry of the Interior (MoI), Spanish Office for Asylum and Refugees (OAR), Ministry of Employment and Social Security (ESS), Spanish Red Cross, ACCEM, Spanish Commission for Refugee Aid (CEAR).

Resettlement numbers

YEAR	ACCEPTED	ARRIVALS	COUNTRY OF ORIGIN➲COUNTRY OF ASYLUM OF LARGEST GROUPS
2013-14 *anticipated*		30	To be determined (anticipated to be in line with the common EU priorities for 2013)
2011-12		80	Eritrean, Sudanese, Somalian➲Tunisia

UNHCR Submission categories considered for resettlement

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☑ Medical Needs
☑ Women and girls at risk
☐ Family reunification

☑ Children and adolescents at risk
☑ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)
☐ **Emergency** *max. 7 days between submission and resettlement*
☐ **Urgent** *within 6 weeks between submission and resettlement*
☑ **Normal** *within 12 months between submission and resettlement*

Spain 's Resettlement Programme

Legal Basis & Background

Spain has been involved in ad-hoc resettlement since 1999, when it received Kosovo Albanians under the UNHCR Humanitarian Evacuation Programme.

A legal basis for resettlement was introduced in the 2009 Law on the Right to Asylum and Subsidiary Protection (Law 12/2009, October 30th) which sets out the annual adoption of a national resettlement programme by the government (Law 12/2009, First Additional Provision) that determines the annual quota and priorities. The national resettlement programme is to be adopted in close consultation with UNHCR and other relevant international organisations.

The first National Resettlement Programme was adopted on the 7th October of 2011 by the Council of Ministries, authorising the resettlement of a maximum of 100 refugees in response to the UNHCR's Global Resettlement Solidarity Initiative calling for states to resettle refugees ex-Libya, from Shousha refugee camp in Tunisia. 80 refugees were subsequently selected and arrived in Spain in July 2012.

On December 28th 2012, the Council of Ministries approved a second resettlement programme, authorising the resettlement of up to 30 refugees during 2013-14. The programme will again focus on particularly vulnerable refugee families, women and minors.

Resettlement Criteria

Basic criteria
A refugee must be recognised as such according to the 2009 Law on the Right to Asylum and Subsidiary Protection, based on the criteria set out in the 1951 Convention on Refugee Status.

Refugees can also be accepted for resettlement for reasons of vulnerability.

Criteria related to integration

Spain applies broad selection criteria related to integration potential and capacity, comparing the needs of the resettled refugees with assessments of resources available both within the resettlement programme and in other programmes or services resettled refugees can access.

Identification and Selection

The national authority responsible for asylum is the Office of Asylum and Refugees (OAR) within the General Sub-Direction of Asylum of the Ministry of the Interior. UNHCR submits cases for initial screening by to OAR, and all pre-selected cases are interviewed during selection missions. The Ministry of Employment and Social Security (ESS) participate in selection missions and are responsible for assessing integration potential and capacity.

The first selection mission took place in June 2012 in Shousha camp in Tunisia, where refugees were interviewed by both OAR and ESS. After the selection mission, cases were referred to the Inter-ministerial Commission for Asylum for final decision-making.

For the first caseload from Shousha, the processing time was approximately 3 months between submission and final decision, and refugees arrived in Spain in July 2012.

Refugee Status, Permanent Residency & Citizenship

On arrival in Spain, resettled refugees immediately receive refugee status or subsidiary protection, including all the rights and benefits detailed in Spanish asylum law. They are issued with an identity card and travel and work permits. Resettled refugees, as all beneficiaries of international protection in Spain, are granted five-year permanent residence in the country.

After a period of five years of legal residency, those granted refugee status can apply for Spanish citizenship. For beneficiaries of other types of international protection, the required period of residency is ten years.

Family Reunification

Refugees in Spain, including resettled refugees, can apply for family members to join them. Besides the married partners, children under 18 and parents of children under 18, other family members who are eligible for family reunification include are unmarried partners, parents and other family members who are dependent on the sponsor upon proof that they were already living together in the country of origin. The Spanish legislation recognises the right to maintain family unity through both family reunification and the extension of international

protection to family members who do not individually meet protection criteria. Family reunification is not included in the resettlement quota.

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

During the 2012 selection mission, representatives of ESS used a pre-prepared 'social file' to collect information on particular refugee needs. The files were shared with organisations managing reception centres (see 'Reception' below) to support preparation of appropriate reception and integration measures.

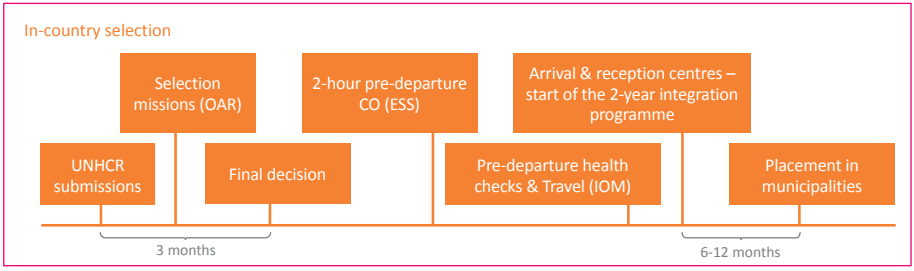
Pre-departure

☑ **Cultural Orientation (CO)**: ESS provided refugees selected for resettlement with a single two-hour pre-departure CO, during the selection mission, covering the reception and integration processes of the Spanish resettlement programme, social benefits and employment. Participating refugees were given the opportunity to raise questions.

☑ **Medical Exam:** IOM carried out 'fit-to-fly medical exams (ahead of full medical examinations at the reception centres in Spain).

☑ **Travel arrangements:** IOM.

The reception at the airport was headed by the General Director for Interior Policy, the Deputy Director for Asylum (OAR) and the Deputy Director for Integration (ESS). The team that took part in the selection mission in Tunisia, representatives of the centers and entities responsible for their reception in Spain, and representatives of UNHCR and IOM also participated in the reception of the resettled refugees at the airport.



Integration in Practice

Reception

Resettled refugees, like asylum seekers in Spain, are first received at reception centres called 'Centros de Acogida a Refugiados' (CARs). CARs are directed by ESS and managed either by ESS directly or by the NGOs ACCEM, CEAR and the Spanish Red Cross under contract with ESS. Resettled refugees stay in the centres for a period of 6-12 months, with the final length of stay dependent on the individual profiles and vulnerabilities of each refugee.

Reception centres are used to provide resettled refugees with the opportunity to adjust to life in Spain before living independently in the community, and an individual integration programme is established for each refugee during their stay at the centre.

Placement

ESS is responsible for the placement of resettled refugees, and initially allocates refugees to reception centres based on individual refugee profiles and the number of available places. After their stay in the reception centre, refugees move into individual housing in the same municipality where the reception centre is located. Refugees can only receive integration assistance and financial support in the municipality they are initially assigned to, but are not prevented from moving to other regions if they would like to.

Integration services & support

Length: Maximum 2 years.

In Spain, the seventeen Autonomous Communities (regional governments) are responsible for providing integration services and support, including housing, education, employment, healthcare, and civic and social orientation. Spanish municipalities are not responsible for refugee reception, although in some instances collaborate with the reception centres located in their constituencies by providing access to municipal services that will facilitate refugees integration.

National government provides financial support for the integration of refugees, including resettled refugees, for a period of two years. Integration services for refugees are mainstreamed into regional services for all immigrants, and each region establishes the quantity and the level of accessibility of its services in accordance with national guidelines and objectives. This may include connecting groups and individuals at risk of social exclusion to specialist services provided by NGOs.

ESS decides the annual financial amount that each refugee will receive,

based on family size, age, vulnerability and other needs. Financial support[71] is received by refugees as pocket money when they live in the reception centre and a monthly allowance to cover the costs of rent and living expenses after they move to municipalities. Financial support is received for the first 6 months in the municipality, after which it is phased out. Refugees can apply for an extension of the financial assistance if they have particular special needs or vulnerabilities, but the allowance can only be paid for a maximum of two years after their arrival.

Use of the European Refugee Fund (ERF)

Persons resettled using 2012 ERF funding

- ☑ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☐ Unaccompanied minors
- ☐ Women and children at risk; particularly from psychological physical or sexual violence or exploitation
- ☐ Persons with serious medical needs that can only be addressed through resettlement

Pledges made to resettle under ERF specific categories for 2013

- ☑ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☐ Unaccompanied minors
- ☐ Survivors of torture and violence
- ☐ Women and children at risk
- ☐ Persons with serious medical needs that can only be addressed through resettlement
- ☐ Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs

Pledges made to resettle under ERF resettlement common EU priorities for 2013

Spain did not pledge under the common EU priorities for 2013.

71 A 'catalogue' of economic support sets both the nature and the conditions of support as well as the maximum amounts available. The catalogue is revised annually based on identified global needs and budget availability.

Evaluations

Spain first received resettled refugees in 2012, and no evaluations of the Spanish resettlement have yet been completed.

Strengths and Challenges

Strengths

- The implementation of a national resettlement programme for 2012, and the plans to implement a further programme in 2013-14, demonstrates a strong political commitment to resettlement in Spain. This is despite the ongoing effects of the financial and economic crisis, which has impacted particularly heavily on the Spanish economy.
- Integration programmes for applicants and beneficiaries of international protection in Spain are implemented through strong partnership between central and regional governments and NGOs.

Challenges

- Spain is facing an uncertain economic and financial situation, now and for the future, with subsequent budgetary reductions for social services are and increasingly limited employment opportunities. Refugees resettled to Spain are therefore likely to experience challenges in their integration and settlement, and it is feared that many refugees will become dependent on social welfare in the longer term.

New Developments

In order to exchange experiences and address challenges in the integration process of the refugees resettled in 2012, national stakeholder meetings were organised gathering together national authorities, NGOs, regional/local authorities and other relevant actors. Additionally, three working sessions with resettled refugees are planned in order to facilitate their participation in the 'participatory diagnosis of the refugees during their resettlement process in Spain'.

Sweden at a glance

- **Population:** 9 482 855
- **GDP (Per capita):** 127 PPS (available for 2011 only)
  PPS=Purchasing Power Standard, based on the EU 27 average of 100
- **Asylum applications total:** 43 865
- **Total decisions reached in 2012:** 31 520
- **Positive decisions (refugee status, subsidiary protection and humanitarian reasons):** 12 400

2012 data, published by Eurostat in May 2013

The Swedish resettlement programme at a glance

Resettlement quota and actors

Start of annual quota: 1950
Current quota: 1,900
Main national actors: Swedish Migration Board (SMB), central government authority on Aliens Affairs (under the Ministry of Justice), Ministry of Employment, municipalities and the Swedish Public Employment Service (PES).

Resettlement numbers

YEAR	ACCEPTED	ARRIVALS	NATIONALITY➲COUNTRY OF ASYLUM OF LARGEST GROUPS
2013 *anticipated*	1900		Somalis➲Kenya Afghans➲Iran Eritreans➲Sudan
2012	1827	1728	Afghans➲Iran Somalis➲Kenya Eritrean➲Sudan Colombians➲Ecuador / Costa Rica
2011	1885	1900	Somalis➲Kenya Afghans ➲ Iran Eritreans➲Sudan

YEAR	ACCEPTED	ARRIVALS	NATIONALITY➲COUNTRY OF ASYLUM OF LARGEST GROUPS
2010	1776	1799	Afghans➲Iran, Uzbekistan Eritreans➲Sudan Iraqis➲Syria Somalis➲Kenya
2009	1922	1882	Iraqis➲Syria, Jordan Stateless➲Syria Iranians➲Turkey

UNHCR Submission categories considered for resettlement

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☑ Medical needs - *approximately 1,000 individuals are considered on dossier basis*
☑ Women and girls at risk
☑ Family reunification
☑ Children and adolescents at risk
☑ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)

☑ **Emergency** *max. 7 days between submission and resettlement*
☑ **Urgent** *within 6 weeks between submission and resettlement*
- prioritised as emergency or normal - 350 places allocated for emergency submissions (including urgent priority)
☑ **Normal** *within 12 months between submission and resettlement*

Sweden's Resettlement Programme

Legal Basis

Resettlement is regulated by the Aliens Act (2005) in which resettlement criteria are specifically mentioned in the text. The Act serves as the legal basis for resettlement selection and procedures. An annual spending authorisation from the Swedish Parliament and an annual Swedish Migration Board (SMB) Decision regulates the operation of the programme. The current SMB Decision on Resettlement outlines strategic and operational assessments for 2013.

Resettlement Criteria

Basic criteria

- Refugees according to the 1951 Convention on Refugee Status.

- Persons in need of international protection due to armed conflict, natural disaster or threats of violence/abuse and that qualify for subsidiary protection.
- Former tribunal witnesses and their family members. UNHCR is not involved in these cases as such, but they are included in the emergency quota. During 2012 one case was resettled under this category.

Criteria related to integration
None

Identification and Selection

Sweden follows UNHCR priorities for resettlement, with a focus on protracted refugee situations, particularly from the Horn of Africa and Iran.[72]

The SMB considers for resettlement both refugees interviewed during selection missions (4-5 each year) and via dossier submissions from UNHCR. The current quota of 1,900 refugees per year is divided more or less equally between those selected during missions and those selected on a dossier basis. All cases are assessed in accordance with the Aliens Act, and SMB case officers make final decisions on all submissions.

Selection mission cases require approximately 20 days processing time from submission to decision, and Sweden aims to facilitate refugees' arrival within 2 months of a decision to accept for resettlement. Those selected via dossier submissions receive a resettlement decision within 3 weeks of submission, with the exception of emergency cases (1 week) and urgent cases (2 weeks). During 2012, Sweden resettled 352 refugees as emergency cases.

Sweden may consider cases rejected by other countries. In these cases, UNHCR informs Sweden of the reason for rejection, and Sweden will then determine the grounds for a refugee claim based on information presented by UNHCR.

In addition to submissions from UNHCR, Swedish diplomatic missions may on occasion refer cases for resettlement. In accordance with the principle of family unity, resettlement is generally offered to all members of a particular family where one or more family members meet the criteria for resettlement.

Responding to emergencies - Sweden's mixed quota model

The Swedish quota is known for its capacity to respond to emergency needs. In 2011, the emergency situation in North Africa led UNHCR to

72 Sweden chairs the Contact Group on Iran which monitors the strategic use of resettlement in Iran, in dialogue with other resettlement countries, the Iranian authorities and UNHCR.

appeal to governments to make available a pool of places to meet emergency resettlement needs in these types of situations. In response to UNHCR's request, Sweden offered 250 places as a non-targeted 'pool', while also maintaining 350 emergency places within the quota. The 250 'pool' places remain formally unallocated during the first half of each year, ready to be used in the event of an unforeseen crisis or emergency such as that in North Africa. If no such emergency occurs, Sweden works with UNHCR to decide upon an alternative use for the places, generally agreed in July each year around the time of the ATCR. In 2012, places that were reserved for the emergency pool were used to resettle refugees of various nationalities from China/Hong Kong (20), Indonesia (20), Gulf and North Africa (20), all MENA (20), Syria (20), Horn of Africa (20), Costa Rica (20) and Iran (20). In 2013, 200 pool places will be used for Syrian refugees.

Refugee Status, Permanent Residency & Citizenship

SMB issues refugees accepted for resettlement with a permanent residence permit (PUT) prior to departure from the country of asylum. For refugees selected during selection missions, SMB makes use of a portable photo station that can obtain biometric information (photo, fingerprints, and signature) from the applicant to issue both travel documents and permanent residence cards in the country of asylum.

To facilitate travel, refugees who do not possess a national passport are issued a temporary aliens passport valid for one entry to Sweden. Refugees can formally apply for a travel document upon arrival in Sweden.

Resettled refugees may apply for Swedish citizenship after four years of legal residency, one year less than those granted subsidiary protection and other migrants. Citizenship applicants must prove their identity, and those who do not have identity documents from their country of origin must reside in Sweden for eight years before being eligible to apply for Swedish citizenship. Children under 18 years are subject to special rules - they can become Swedish citizens after five years, even where they cannot prove their identity and their parents are foreign citizens. All applicants must demonstrate good conduct, but there is no civic knowledge or language exam required for citizenship.

Family reunification

Besides married partners, children under 18 and parents of children under 18, other family members who are eligible for family reunification include:

- cohabiting partners (including same-sex partners);

- persons who have lived close together may be eligible, where a special relationship of dependence that already existed in the country of origin, that makes it difficult for them to live apart can be proved. Relationships must be proven either with identity documents or DNA tests. There is no requirement to demonstrate income or access to housing sufficient to meet the needs of incoming family members.

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

☑ Forwarding pertinent information from Refugee Referral Form (RRF) to integration actors

☑ Sharing of information gathered during Cultural Orientation (CO) Municipality representatives attending CO missions transfer information gathered there on their return to Sweden.

How is information transferred for specific needs (medical or other)?

Information on special needs is included in RRFs forwarded to integration actors.

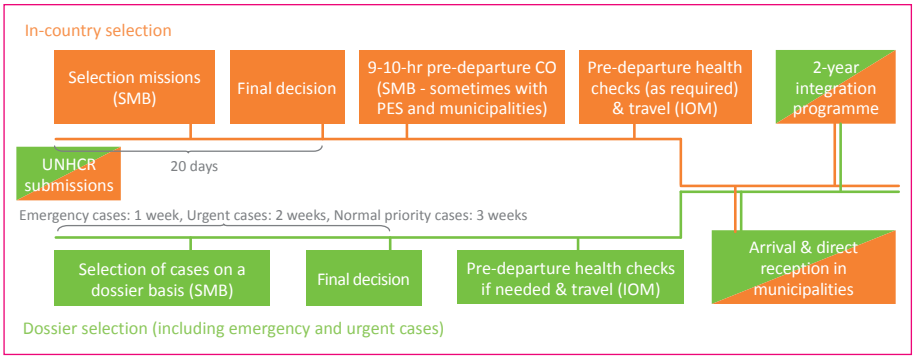
Pre-departure

☑ **Cultural Orientation:** SMB is instructed by the government to prepare refugees for their resettlement to Sweden ahead of their departure. To implement this instruction, SMB runs CO programmes, distributes written materials and shares information online. CO programmes are delivered by SMB representatives, with representatives from selected municipalities and PES, both of whom must independently meet the costs of their participation. The CO programme provides groups of both adult and child refugees with approximately 9-10 hours of information, discussions and film viewings. CO programmes are offered to approximately 50% of the selected refugees depending on location, needs and costs. SMB also provides each refugee selected for resettlement with explanatory letters and additional information at the same time as sharing the formal decision of resettlement or communicating travel arrangements. The SMB also makes CO information available on their website.[73]

☑ **Medical Exam:** not standard practice. Examinations are carried out by IOM as needed, and basic fit-to-fly examinations are carried out for all refugees.

☑ **Travel arrangements:** IOM

73 Available at www.migrationsverket.se/resettlement



Integration in Practice

Reception

Refugees are met by municipality representatives upon their arrival into Sweden and accompanied directly to their housing in municipalities.

Placement policies

150 of the 290 municipalities in Sweden receive refugees, including resettled refugees. The number of refugees to be received by each municipality is based on a county level distribution quota established by SMB, PES and the County Administrative Boards (CABs).[74] SMB is responsible for negotiating placement of resettled refugees and PES for negotiating placement for other refugees. CABs agree with municipalities the number of refugees they will receive, and SMB tries to place refugees close to relatives that may already be residing in Sweden. Refugees may move to a different municipality at any point, but must find their own housing.

Municipality participation in receiving refugees is voluntary. Participating municipalities receive a standard grant of € 9,100 (82,200 SEK) per adult or children received, and € 5700 (51,400 SEK) for individuals aged 65 or over. The standard grant is distributed monthly over a two-year period. In addition, municipalities receive a one-off grant of € 830 (7,500 SEK) for adults and € 332 (3,000 SEK) for children. No one-off grant is paid for receiving refugees aged 65 or over.

In recent years Sweden has seen a substantial increase in the number of asylum seekers and unaccompanied minors arriving into the country, at the same time as an overall decrease in available social or affordable private housing. Municipalities are subsequently less able to offer housing for resettled refugees. This has led both

74 Sweden is divided into 21 counties, each with a County Administrative Board.

to an under-utilisation of the Swedish resettlement quota in recent years, and an increase in the numbers of resettled refugees placed in more remote areas in the north of the country where housing is more readily available.

Integration services & support

Length: approximately 2 years.

Components: Integration programmes apply to all newcomers, including resettled refugees. In 2010, responsibility for coordinating integration programmes was transferred from individual municipalities to the PES, reflecting the importance of rapid labour market integration in current Swedish integration policy. Municipalities remain responsible for supporting refugees during the period directly following their arrival and for arranging appropriate housing, and CABs monitor and support the integration activities of municipalities within a given county.

This change remains a subject of some debate in Sweden. Some stakeholders favour the increased standardisation of integration practice that a national system can provide, while others query the loss of expertise in working with refugees developed by municipalities over a number of years and if the specific needs of refugees can be adequately met within a mainstream integration programme for all newcomers to Sweden.

PES provides an introduction programme for each newcomer, the length and content of which will vary depending on individual needs identified with PES caseworkers. Introduction programme activities are carried out for up to 40 hours per week, and include language tuition, social orientation courses and employment support. Language tuition and some professional training is arranged by municipalities in the framework of the national Swedish for Immigrants (SFI) programme, which offers 4 levels of Swedish education and 3 teaching methodologies (or 'tracks') allocated according to individuals' educational backgrounds and abilities.

PES is responsible for facilitating professional training and supporting refugees' jobsearch activities. Refugees may also request an individual 'guide' to support their employment, education and/or training activities. Guides are provided by a number of organisations contracted by PES.

Newcomers following an introduction plan receive an introduction benefit of around € 27 (231 SEK) a day payable for five days of each week, and loans are made available to refugees to furnish their homes. Ongoing access to the introduction benefit is conditional on

refugees following activities set out in the introduction programme.

PES remains responsible for coordinating integration activities for refugees who move to a municipality other than that in which they were initially placed, and responsibility for arranging language tuition via SFI transfers to the receiving municipality.

NGOs are not widely involved in resettlement in Sweden, although do offer additional activities to complement local integration programmes in some municipalities.

INTEGRATION IN FOCUS: Agreement between PES and the Swedish Trotting Association

To provide opportunities for newcomers to Sweden to gain employment experience, the Swedish Public Employment Service (PES) offers subsidies to employers to create 'Step In' jobs. Agreements between PES and employers are tailored to the needs of the specific employer, offering various measures such as subsidies for 'on-the-job' language learning, additional skills training and skills validation during a three-week paid work placement. Refugees receive a document validating their skills and experience. PES partners have included businesses such as IKEA, Coca Cola, Vattenfall and H&M.

The programme operated by PES and the Swedish Trotting Association is one example of successful practice with regard to refugees. The Swedish horse industry employs approximately 30,000 people, 3,000 of whom are employed by the Swedish Trotting industry. Jobs in the sector are largely manual, and thus suitable for persons with limited Swedish language ability, and the Swedish Trotting Association therefore implemented a project for refugees with PES.

The first group of participants were eight refugees, aged between 19 and 40 years of age from five different countries, living in Sweden from five months to two years and with little or no experience in the Swedish labour market. The programme consisted of two weeks of occupational skills assessments, followed by four weeks of classroom-based education, an additional week of occupational skills assessments and a final, ten-week internship at a stable. The programme also offered the possibility to obtain a driving licence. Four of the participants were employed by the Swedish Trotting Association after finishing their internship, while the remainder undertook further Swedish language training.

Use of the European Refugee Fund (ERF)

Persons resettled using 2012 ERF funding:

1770 refugees were anticipated

- ☑ Persons resettled under a Regional Protection Programme
- ☑ Unaccompanied minors
- ☑ Women and children at risk; particularly from psychological physical or sexual violence or exploitation
- ☑ Persons with serious medical needs that can only be addressed through resettlement

Pledges made to resettle under ERF specific categories for 2013

- ☑ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☑ Women and children at risk
- ☑ Unaccompanied minors
- ☑ Survivors of torture and violence
- ☑ Persons with serious medical needs that can only be addressed through resettlement
- ☑ Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs

Pledges made to resettle under ERF resettlement common EU priorities for 2013

- ☑ Congolese refugees in the Great Lakes Region
- ☑ Refugees from Iraq in Turkey, Syria, Lebanon, Jordan
- ☑ Afghan refugees in Turkey, Pakistan, Iran
- ☑ Somali refugees in Ethiopia
- ☐ Burmese refugees in Bangladesh, Malaysia and Thailand
- ☑ Eritrean refugees in Eastern Sudan

HIGHLIGHT: Children's Introduction in Jämtland

The ERF-funded '*Barnintroduktion i Jämtlands län*' ('Children's Introduction in Jämtland) project, which ran from 2010-12, aimed to improve introduction activities for resettled refugees aged up to 19 years in the county of Jämtland.

The project was delivered by a partnership of the CAB and 6 municipalities, who together produced and distributed 'The Best Thing for Kids', a handbook for local practitioners working with resettled refugee children and young people, and compiled a brochure collating good practices in the participating municipalities ('Kids in Focus'). The partners also engaged in a programme of activities to raise awareness of refugees, resettlement and the particular needs of young refugees amongst local practitioners and stakeholders. The follow-up 'Begripligt hela vagen' ('Understanding all the way') project will run until mid-2014.

The manual and brochure produced as part of the first project can be

downloaded from the project website at www.barnintro.se.

Evaluations

As in many European countries, no comprehensive evaluation of the national Swedish resettlement programme has been completed.

In 2009, Malmö University issued the final publication of an ERF-funded research project. 'Resettled and Included? - The employment integration of resettled refugees in Sweden'[75] collected together research on the employment experiences, outcomes and strategies of different groups of refugees resettled to Sweden, including those from Vietnam, Bosnia, Sierra Leone and Liberia, including the impact of the health status of refugees on employment and integration. The publication also contrasted the experiences of resettled refugees in Sweden with groups resettled to Canada.

Strengths and Challenges

Strengths

- The Swedish quota is among the largest in Europe, and strong coordination between partners both pre-departure and post-arrival facilitates the speedy departure and resettlement of a large number of emergency cases. The 2011 creation of a 'pool' of 250 emergency places, kept free for 6 months of the year in case of unforeseen emergency, has further enhanced the Swedish quota's responsiveness in this regard.
- Sweden grants permanent status to resettled refugees ahead of their departure from the country of asylum, producing residence documents in field situations through the use of portable equipment.
- Access to citizenship for refugees in Sweden, including those who are resettled, is available within a relatively short period (4 years) - and is made more accessible by the lack of civic knowledge or language exam requirement.

Challenges

- A lack of available housing for resettlement in Swedish municipalities has led to the under-utilisation of the Swedish quota in recent years.
- In recent years the political climate has become less tolerant toward newcomers, including refugees, with a growth in support for the political far right evident both nationally and in specific counties and municipalities. Together with the decrease

75 Bevelander, Pieter; Hagström, Mirjam Rönnqvist, Sofia 'Resettled and Included? - The employment integration of resettled refugees in Sweden', 2009

in available housing, this political context further complicates ongoing commitment of municipalities to receive resettled refugees. There have also been some reports of racism directed toward refugees in particular localities.

- Both language-learning and employment remain the main challenges for refugee integration in Sweden. The 2010 transfer of responsibility for integration to PES directly attempted to address these issues, although the outcomes of the new system are not yet clear.

New Developments

In January 2011, following the transfer of responsibility for implementing integration programmes to PES, responsibility for oversight and coordination of the integration programme nationwide was transferred from the Ministry of Integration and Gender Equality (now defunct) to the Ministry of Employment.

In an extension of its role with regard to the integration of resettled refugees, PES recently began to participate in pre-departure CO programmes, so as familiarise refugees with the Swedish labour market and capture information on individual skills and experience as early as possible in the resettlement process.

SMB have implemented several changes to improve how pre-departure information is provided to refugees selected for resettlement to Sweden. Written and video information is available on the SMB website and via email, and explanatory letters are provided to refugees together with resettlement decisions and travel information. On arrival in Sweden, refugees are provided with a 'Welcome Card' that describes how their onward domestic journey will continue, and the name of their final destination.

The UK at a glance

- **Population:** 62 989 551
- **GDP (Per capita):** 109 PPS (available for 2011 only)
  PPS=Purchasing Power Standard, based on the EU 27 average of 100
- **Asylum applications total:** 28 175
- **Positive decisions (refugee status, subsidiary protection and humanitarian reasons):** 7 735

2012 data, published by Eurostat in May 2013

The UK resettlement programme at a glance

Resettlement quota and actors

Start of annual quota: 2004

Current quota: 750[76]

Main actors: Home Office, Horton Housing Association, local authorities in the Yorkshire & Humber and Greater Manchester regions, Refugee Action and British Refugee Council.

Resettlement numbers

YEAR[78]	ACCEPTED	ARRIVALS	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS	ETHNIC AND OTHER MINORITIES (IF APPLICABLE)
2013-14 *anticipated*	-	750		N/A
2012-13	740	740	Bhutanese ➲ Nepal; Congolese ➲ Tanzania; Iraqis ➲ Jordan; Ethiopia ➲ Kenya; Sudanese ➲ Egypt; Eritrean ➲ Egypt; Ethiopian ➲ Egypt; Somali ➲ Kenya	N/A

76 In addition to resettlement, during 2010-2011, the UK has relocated 10 persons from Malta under the EUREMA I programme (2010-11). The UK does not participate in EUREMA II. See Chapter V for further details of intra-EU relocation and the EUREMA programmes.

77 A UK resettlement programme year runs from 1st April to the following 1st April (matching the UK financial year).

YEAR[78]	ACCEPTED	ARRIVALS	NATIONALITY ➲ COUNTRY OF ASYLUM OF LARGEST GROUPS	ETHNIC AND OTHER MINORITIES (IF APPLICABLE)
2011-12	752	752	Bhutanese ➲ Nepal; Somali ➲ Kenya; Iraqis ➲ Syria & Jordan; Ethiopians ➲ Yemen; Somali ➲ Yemen	Oromo
2010-11	613	613	Iraqis ➲ Syria & Jordan; Bhutanese ➲ Nepal; Somali ➲ Kenya; Burmese ➲ Bangladesh	Rohingya
2009-10	845	845	Iraqis, Palestinians (ex-Iraq) ➲ Syria & Jordan Congolese ➲ Burmese ➲ Thailand	Karen

UNHCR Submission categories considered for resettlement

☑ Legal and physical protection needs
☑ Survivors of violence and torture
☑ Medical needs - *up to 3% of the total quota*
☑ Women and girls at risk - *up to 10% of quota*
☐ Family reunification
☐ Children and adolescents at risk
☑ Lack of foreseeable alternative solutions

UNHCR Priority levels accepted (with sub-quota where applicable)

☐ **Emergency** *max. 7 days between submission and resettlemen*
☐ **Urgent** *within 6 weeks between submission and resettlement*
☑ **Normal** *within 12 months between submission and resettlement*

The UK's Resettlement Programme

Legal Basis & Background

The Nationality, Immigration and Asylum Act (2002) provides the general framework for asylum and refugee status eligibility. The UK's resettlement programme is referred to as the Gateway Protection Programme (GPP), and the programme and legal framework for international collaboration and funding for resettlement are discussed in Section 59 of this Act. Although the GPP is the primary focus of this chapter, it should be noted that resettlement is also organised under the separate Mandate Refugee Scheme (MRS), under which UNHCR refers to the Home Office an unspecified number of refugees in need of resettlement who have connections to the UK through family or historical links. Mandate refugees do not benefit from the GPP integration programme but do receive the same benefits as other refugees in the UK.[78]

Resettlement Criteria

Basic criteria

- A refugee must be recognised as such according to the 1951 Refugee Convention.
- A refugee must be submitted for resettlement by UNHCR.

Criteria related to integration

None

Identification and Selection

Submissions for resettlement are made exclusively by UNHCR. A number of selection missions are carried out by the Home Office every year. The UK began considering refugees referred for resettlement on a dossier basis from 2011-12, when 150 Bhutanese refugees from Nepal were accepted. All resettlement decisions are made by the Home Office Refugee Team. Processing time from submissions to final decision can vary, but the overall aim is for refugees to arrive in the UK within 6 months of a selection mission.

Refugee Status, Permanent Residency & Citizenship

Refugees resettled to the UK are granted refugee status with indefinite leave to remain, unlike other refugees who are granted refugee status with 5 years limited leave.

After 5 years residency, resettled refugees may apply for UK citizenship. All applicants for citizenship must meet the 'knowledge of language and life in the UK' requirement. Those with sufficient demonstrable English language

78 For further information on the Mandate Refugee Scheme, refer to: http://www.ukba.homeoffice.gov.uk/sitecontent/documents/policyandlaw/asylumpolicyinstructions/apis/manadaterefugees.pdf?view=Binary

ability can take the 'Life in the UK' citizenship test that includes questions on topics such as legal rights and responsibilities, history and customs of the UK, and is set at a level equivalent to the national English for Speakers of Other Languages (ESOL) Entry Level 3 standard. If the applicant's English ability is below this level, he/she can obtain an ESOL qualification by taking an accredited course combining ESOL and citizenship. Those granted citizenship must attend a citizenship ceremony carried out by the local authority of the area in which they reside, at which they must swear allegiance to the Queen and undertake to uphold both democratic values and the laws of the UK.

Family reunification

Besides the 'nuclear' family (married partners, children under 18, parents of children under 18), other family members of refugees who are eligible for family reunification include:

- unmarried partners (including same-sex partners);
- other family members (in exceptional compelling and compassionate circumstances).

Unlike other migrants, refugees are not required to evidence sufficient income or accommodation to meet the needs of family members joining them in the UK.

Resettlement in Practice

Linking Phases

How is information transferred between selection and reception of refugees in order to prepare for their arrival?

☑ Forwarding pertinent information from the Resettlement Registration Form (RRF) and Medical Health Assessments, and relevant information gathered at selection interviews, to integration providers and local and health authorities in the UK

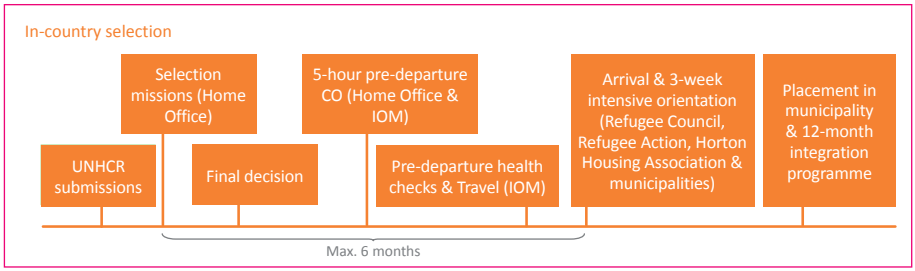
☑ Other: In some local authorities, NGOs have organised information sessions for local stakeholders on specific refugee groups prior to their arrival. Cases are also assigned to caseworkers in advance.

Pre-departure

☑ **Cultural Orientation:** Home Office mission teams generally provide one-day cultural orientation programmes during selection missions in countries of asylum.

☑ **Medical Exam:** IOM pre-selection exams and fit-to-fly assessments.

☑ **Travel arrangements:** IOM



Integration in Practice

Reception

Upon arrival, refugees are met at the airport by staff from one of the organisations providing integration support in the UK resettlement programme (with interpreters as required) who accompany them on travel to municipalities. They are introduced to staff, and receive a basic induction to their new housing - including how to operate equipment in the home safely and who to contact in an emergency. Resettled refugees receive intensive orientation and advice from NGOs during the first 3-4 weeks after arrival.

Placement policies

Refugees travel directly to the local authority where placement has been arranged. A total of 9 local authorities, 2 NGOs and one specialist housing and support organisation are contracted by the Home Office to deliver the UK resettlement programme. These service providers were selected through an open and competitive tender exercise (see 'Highlight', below). The present GPP runs during the period 2011-14, via the following 3 grant agreements:

- The North West Gateway Resettlement Partnership (Greater Manchester region) – 7 local authorities and the NGO Refugee Action, 470 refugees per year.
- Sheffield City Council (Yorkshire & Humber region - cities of Sheffield and Hull) - 2 local authorities and the NGO British Refugee Council, 180 refugees per year.
- Horton Housing Association (Yorkshire & Humber region - city of Bradford) – specialist housing and support organisation, 100 refugees per year.

The GPP is funded by UK government and ERF covering pre-arrival, reception and integration costs (including 12 months specialist integration support and housing). Welfare benefits, healthcare and education are also funded through the programme for the 12 months following arrival, again via ERF and national government funding

©UK/Refugee in Bradford/Horton Housing/T.Smith/2010

but via separate individual contracts or funding arrangements with the competent authorities.

Integration services & support

Length: 12 months

A 12-month programme of integration support exclusively for resettled refugees, funded by the Home Office and implemented by the 2 specialist NGOs and housing/support organisation (Horton Housing Association) working on the 3 resettlement programmes operating in the UK (see above).

The refugee and their caseworker together agree a Personal Integration Plan (PIP) that sets out the refugee's needs and aspirations for the first 12 months of their stay into the UK. NGOs serve as a liaison point for refugees, providing group information sessions and individual advice, and supporting refugees to access mainstream services including social welfare, education and training, healthcare and language-learning. NGOs also promote integration by strengthening refugee communities, for example by assisting refugees to establish community organisations, participate in local events and initiatives.

Housing is arranged by local authorities in the Greater Manchester and Sheffield-Hull programmes and Horton Housing in Bradford. Housing is both social housing and that owned by private landlords. Housing providers are also responsible for supporting the

refugee-landlords relationship for the first 12 months after arrival, (known as 'tenancy support'), including ensuring landlords maintain properties to an adequate standard. In the Greater Manchester programme, temporary housing is arranged for the first 8-12 months after arrival, after which refugees receive support from the local authority to find more permanent housing in the same local authority area (known as 'move-on support'). Language classes are not funded by the GPP. Refugees may register for mainstream ESOL classes in their local areas, and may be charged to attend if they are not registered as active job seekers.

Long-term integration:

As the GPP integration programme is solely for a period of 12 months, there is a lack of available data on the long-term integration outcomes for refugees resettled to the UK. There is also no national integration programme for non-resettled refugees in the UK, and a subsequent lack of comparative data for long-term integration outcomes across refugee groups. The UK Home Office is planning a longitudinal research exercise focused on long-term employment outcomes for refugees resettled to the UK.

INTEGRATION IN FOCUS: Housing assistance in Greater Manchester

In Greater Manchester, a partnership of 7 local authorities provides housing for refugees being resettled through the Gateway Protection Programme. Resettled refugees are given tenancies of up to 12 months in one of the participating local authority areas.

Refugees are informed on arrival that they have approximately 12 months to settle in and learn about their new towns before deciding where they would like to live. During months 6-9 of their initial 12-month tenancy, the local authority that received the refugees assists them to find more permanent 'move-on' housing, either via social housing or in the private rented sector. The refugees receive support to 'navigate' housing and associated social welfare and legal systems. They can evaluate their housing options based on factors such as the communities, amenities or services they want to be near, and most refugees choose to move to housing in, or close to, the area where they were first placed.

The initial housing is then 'recycled' - or used for future resettlement arrivals. This model gives refugees initial stability on arrival, and the ability to make informed choices about the location of longer term housing on much the same basis as other local residents. GPP support staff also becomes familiar with

the housing and neighbourhoods where resettled refugees are initially placed, and are able to invest in long-term, sustainable development and awareness-raising work with local communities. The model also enables the regional local authority partnership to accommodate resettled refugees on an ongoing basis without placing cumulative demands on social housing stock, or carrying out a housing procurement exercise for every arrival group.

Use of the European Refugee Fund (ERF)

Persons resettled using 2012 ERF funding:

- ☑ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☐ Unaccompanied minors
- ☑ Women and children at risk; particularly from psychological physical or sexual violence or exploitation
- ☑ Persons with serious medical needs that can only be addressed through resettlement

Pledges made to resettle under ERF specific categories for 2013

- ☑ Persons resettled from a country or region designated for the implementation of a Regional Protection Programme
- ☐ Women and children at risk
- ☐ Unaccompanied minors
- ☐ Survivors of torture and violence
- ☐ Persons with serious medical needs that can only be addressed through resettlement
- ☐ Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs

Pledges made to resettle under ERF resettlement common EU priorities for 2013

The UK did not pledge to resettle under the 2013 common EU priorities.

HIGHLIGHT: Delivering local resettlement programmes

Funding for the GPP is a mixture of government and ERF funding channeled through the Home Office. From 2004-10, the Home Office commissioned both single organisations and consortiums to deliver local resettlement programmes on an annual basis. Commissioning was via individual grant agreements with the Home Office that specified the number of refugees to be received each year period and the Programme activities. In 2010, to bring the programme into line with wider governmental public procurement practice, the Home Office introduced an open tendering process for the delivery of the GPP for a three-year period during 2011-14, and issued 3 grant agreements for programmes in

Sheffield (and Hull), Bradford and Greater Manchester. The agreements specify the number of refugees each programme will receive every year, totalling the UK's annual quota commitment of 750. The 3 grant recipients provide reports for both the UK and ERF funding streams, conforming to the different requirements of each. IOM were awarded the grant agreement for the pre-arrival element of GPP (medical checks, pre-departure Cultural Orientation and travel). At the time of writing, arrangements for issuing a new call for tender for GPP after April 2014 have not been finalised.

Evaluations

- An evaluation of the GPP resettlement programme, commissioned from Sheffield Hallam University by the Home Office,[79] was published in January 2011. Carried out in mid-2010, the study evaluated the programme with regard to the experiences of a group of 146 Rohingya (Burmese), Iraqi and Congolese (DRC) refugees resettled to 6 different areas of the UK during 2009. The study used a largely qualitative methodology, conducting questionnaire research, interviews and focus groups with resettled refugees, and individual interviews with agencies implementing the programme. Findings highlighted the widely varying levels of satisfaction with the programme among both nationality groups and those resettled to different areas, and recommended that integration support be adapted to meet the needs and capacities of specific refugee groups. Other key findings included how a lack of access to language tuition had limited integration, how integration support providers acted as mediators between refugees and mainstream services, and how volunteering and education had benefited the socio-economic integration of resettled adults.

- Approximately three times a year, the various government and civil society actors involved in GPP come together at the National Gateway Forum. These meetings facilitate sharing of information on policy and strategic issues related to resettlement and sharing best practice.

79 Platts-Fowler & Robinson, 2011 (CRESR & Sheffield Hallam University), 'An Evaluation of the Gateway Protection Programme, A Report Commissioned by the Home Office', Home Office (UK), www.shu.ac.uk/research/cresr,

Strengths and Challenges

Strengths

- 3-year agreements for the delivery of the national GPP programme facilitate easier planning at the local level, and provide a degree of transparency in the allocation of resources for local programmes.

- Strong partnerships exist between national government and the local authorities and civil society organisations delivering GPP, facilitated by the national Gateway Forum and regular dialogue between actors.

Challenges

- The GPP does not have a specific language-learning component, and resettled refugees must therefore access mainstream ESOL classes. The capacity of ESOL providers can be very limited in some locations, and classes suited to refugees' educational ability and experiences may not always be available. Additionally, resettled refugees that arrive toward the end of the academic year or during the summer break may experience longer waiting times before language-learning can commence.

- The structuring of the GPP programme according to the UK financial year presents challenges for UNHCR to submit cases within the required programme period.

New Developments

- The UK fulfilled its resettlement quota for the first time in 2011-12.
- In June 2010, responsibility for national integration policy was transferred from the Home Office to the Department for Communities & Local Government. A new national integration strategy targets all third country nationals and existing migrant communities in the UK, and does not specifically mention integration for refugees.
- From July 2012, new biometric residence permits are issued to all resettled refugees. This new identification can make accessing welfare benefits, employment and other entitlements more straightforward, although submitting biometric data on arrival is not possible in every resettlement location and can be time-consuming and prevent refugees' initial access to subsistence and other entitlements.

Other Countries

BULGARIA

Bulgaria: starting in 2014

In 2010, Bulgaria established an Intergovernmental Task Force on Resettlement under the State Agency for Refugees.[80] In 2011, it was communicated that a policy framework for resettlement would be developed by the end of the year (2013). In June 2012, during the Stakeholder meeting organised by the State Agency for Refugees, the Bulgarian Red Cross and UNHCR under the 'Linking-In EU Resettlement project', the Bulgarian government announced its commitment to resettle 20 individuals in 2014.[81] The refugee profiles and countries of origin will be defined in accordance to the EU resettlement priorities and benefit from ERF funding for countries engaging in resettlement for the first time (between €6.000 - 10.000 per person).

Bulgaria has received asylum seekers from Afghanistan, Iraq, Iran, Syria and Armenia. It is expected that the same groups will be chosen for resettlement so that the refugees can benefit from the support from these communities already present in the country. Refugees from the former Soviet Republic may be another possibility.

Under the envisaged programme for 2014, it is expected that resettled refugees will be placed for 1-2 months in a central reception centre and then would move on to private accommodation.

Resettled refugees will be able to access all standard services provided to recognized refugees but will also benefit from a longer integration and support programme. For example, recognized refugees generally receive State-funded housing for 6 months while resettled refugees would receive it for 18 months.

Lack of available social housing and municipalities engagement are mentioned as being the biggest challenges. Therefore, refugees often remain for longer periods in the reception centres.

Bulgaria has a voluntary integration programme in place which provides refugees with Bulgarian language courses and employment support from which resettled refugees could benefit.[82] The services envisaged for resettled refugees will be more generous than those that are available for recognized

80 Order No P-57/30.03.2010

81 The decision to launch the programme came too late to qualify for the EC resettlement funding for 2013 as pledges were due by EU Member States by May 1st, 2012.

82 Report from the National Stakeholder Meeting on Resettlement, Sofia, Bulgaria, 19 June 2012

refugees. It is expected that additional resources for resettlement will benefit both groups and lead to an overall upgrading of integration services.

In addition to the resettlement discussions, Bulgaria pledged in 2012 to relocate 4 persons under EUREMA II (see Chapter V for more details).[83] Such decision was considered as a pre-resettlement exercise[84] and helped the country establish contacts in the resettlement field.

HUNGARY

Hungary: preparing for resettlement

The Hungarian government announced its decision to become a resettlement country in October 2010, confirming its commitment through a pledge submitted to the Ministerial Conference organized by UNHCR in Geneva in December 2011. While government officials and NGOs have participated in several study visits and twinning programmes, there has been for a long time no movement towards establishing a comprehensive resettlement framework, selection methodology or integration arrangements.

Following the economic crisis, Hungary has been confronted with high unemployment and poverty rates. Over the last 2 years, UN Special Rapporteurs and the Council of Europe have expressed concerns about xenophobia, racism and intolerance encountered by refugees and asylum seekers in Hungary as well as the harsh conditions of detention imposed on asylum-seekers. UNHCR has noted that Hungary has no legal or policy framework for the integration of beneficiaries of international protection. There is however a strong NGO partnership in place including NGOs such as the Cordelia Foundation, the Hungarian Helsinki Committee,

83 EASO, Fact finding report on intra-EU relocation activities from Malta, July 2012
84 Report from the National Stakeholder Meeting on Resettlement, Sofia, Bulgaria, 19 June 2012

the Menedék Association, and the Reformed Church which provide services and legal aid.

The Hungarian government is currently considering the implementation of a pilot resettlement programme. In that context, Hungary pledged to resettle one family (5-8 persons) in 2012-2013 from the North African region as a response to the 'Arab spring'. The Hungarian government has not specified resettlement criteria for this first case but it is likely that refugee profiles and countries of origin will be defined according to the EU list of specific and common resettlement prio-rities for 2013.

Before embarking in resettlement, there is however an urgent need to establish the necessary conditions for refugee integration in Hungary and to develop an adequate mechanism to receive resettled or relocated refugees prioritizing essential reception and integration arrangements.

In addition to the resettlement discussions, the Hungarian government was part of the EUREMA project and offered places for a family (5 persons) from Malta in 2011.

Chapter VII – Building a New Life in the Community: Approaches to reception and integration in Europe

Bhutanese child playing at elementary school De Opslach (Netherlands)/UNHCR/P. de Ruiter

Overview of reception and integration in European resettlement countries

		BELGIUM	CZECH REPUBLIC	DENMARK
Access to PR/citizenship		after grant of refugee status /after 5 years	after grant of refugee status/after 5 years	after 5 years/after 8 years
Reception	Receiving organisation	FEDASIL	-IOM -Czech Department for Asylum and Migration Policy - Refugee Facilities Administration	DIS or municipalities
	Centralised/ Direct reception	Centralised (4-6 weeks)	Centralised (6 months)	Direct
Regional/ Municipal involvement	Municipal involvement in resettlement	Voluntary	Voluntary	Mandatory
	Financial contribution by central government	Yes	Yes	Yes
Integration programme for refugees	Type/ Duration	Mainstream / 12-18 months	Mainstream / minimum 12 months	Mainstream /3 years
	Mandatory	Flanders & Brussels: civic orientation & Dutch tuition; social and employment orientation	n/a	Integration contract: Language tuition, vocational training, Danish society courses, employment orientation
	Voluntary	Wallonia & Brussels: French tuition & registration for employment support	Language tuition, cultural and social orientation	/
	Personalised integration planning	No	No	No
The role of NGOs and volunteers		Additional integration services and support	-Additional inte-gration services and support -Cultural mediator between different stakeholders (BCP)	Additional integration services and support

For abbreviations & acronyms see page 282

For abbreviations & acronyms see page 282

		FINLAND	FRANCE	GERMANY
Access to PR/citizenship		on arrival/after 4 years	upon approval of refugee status/idem	after 5 years /after 8 years (6-7 years in exceptional cases)
Reception	Receiving organisation	Finnish Red Cross (volunteers)	Lead NGO of respective programme	BAMF
	Centralised/ Direct reception	Direct	Both, depending on programme (centralised reception 3-6 months)	Centralised (up to 14 days)
Regional/ Municipal involvement	Municipal involvement in resettlement	Voluntary	Voluntary	Voluntary
	Financial contribution by central government	Yes	Funding for reception and housing programmes run by NGOs	Yes
Integration programme for refugees	Type/ Duration	Mainstream/3 years	Mainstream/variable	Mainstream/2 years
	Mandatory	Integration plan: Language tuition, society orientation courses, short work placements, internships	Integration contract: Language tuition (if level deemed insufficient), civic orientation class	Integration course(for those with insufficient language skills) including language tuition and orientation course
	Voluntary	/	Administrative & employment assistance	Varies between federal states
	Personalised integration planning	Yes	No	No
The role of NGOs and volunteers		Additional integration services and support	Administration of reception centres, and/or temporary housing facilities and provision of most integration services	Varies between federal states

For abbreviations & acronyms see page 282

		ICELAND	IRELAND	THE NETHERLANDS
Access to PR/citizenship		after 4 years/ after 5 years	Annually renewable temporary residence/ after 3 years	after 5 years/after 5 years
Reception	Receiving organisation	IRC / receiving municipality	Representative from the selection mission	COA
	Centralised/ Direct reception	Direct	Centralised (8-12 weeks)	Direct
Regional/ Municipal involvement	Municipal involvement in resettlement	Voluntary	Voluntary	Mainstreamed into existing refugee distribution system
	Financial contribution by central government	Yes	Yes, only for interpretation during the first two weeks	Yes
Integration programme for refugees	Type/ Duration	Specialised/1 year	Mainstream/up to 18 months	Mainstream/3 to 5 years
	Mandatory	Language tuition psychological assessment, social counselling.	Cultural, civic and language course (in the reception centre)	Integration courses are not mandatory but the national integration exam is.
	Voluntary	/	Language tuition and CO	Civic integration course, Dutch language course
	Personalised integration planning	No	Yes	Yes
The role of NGOs and volunteers		-Additional integration services and support -Together with municipalities, involvement in the coordination and implementation of the integration programme (IRC)	Additional integration services and support	Additional integration services and support

For abbreviations & acronyms see page 282

		NORWAY	PORTUGAL	ROMANIA
Access to PR/citizenship		PR after 3 years /after 7 years	5 year residence permit/ after 6 years	PR after 5 years/after 4 years
Reception	Receiving organisation	Municipality	CPR (with JRS from 2013 onwards)	GII
	Centralised/ Direct reception	Direct	Centralised (6 months)	Direct (unless not possible for practical reasons, the stay at the reception centre is then limited to a maximum of 3 weeks)
Regional/ Municipal involvement	Municipal involvement in resettlement	Voluntary	Voluntary	Voluntary
	Financial contribution by central government	Yes	Not available	No
Integration programme for refugees	Type/ Duration	Mainstream/Up to 3 years	Mainstream/ 6 months	Mainstream/1 year
	Mandatory	Language tuition, training, employment, career guidance, social studies (for all refugees between the age of 18-55)	3-hour orientation class, language tuition (150 hrs)	n/a
	Voluntary	/	-Additional language tuition (150 hrs) -legal & social support	Language tuition, CO, health and education assistance, social assistance and counselling
	Personalised integration planning	Yes	Yes	No
The role of NGOs and volunteers		Collaboration with municipalities on a project basis for integration activities.	Additional integration services and support (CPR)	Additional integration services and support (JRS)

For abbreviations & acronyms see page 282

		SPAIN	SWEDEN	UK
Access to PR/citizenship		On arrival/after 5 years	On arrival/after 4 years	On arrival/after 5 years
Reception	Receiving organisation	ESS	Municipalities &/or PES	Refugee Action/ Refugee Council/ Horton Housing Association (depending on assigned municipality)
	Centralised/ Direct reception	Centralised (6-12 months)	Direct	Direct
Regional/ Municipal involvement	Municipal involvement in resettlement	Voluntary	Voluntary	Voluntary
	Financial contribution by central government	Yes	Yes	Yes
Integration programme for refugees	Type/ Duration	Mainstream/2 years	Mainstream/Approx. 2 years	Specialised/12 months
	Mandatory	n/a	Introduction programme: language tuition, social orientation courses and employment support (depending on the refugee's needs)	PIP (education & training, language learning, employment, housing)
	Voluntary	Language tuition, vocational training, employment support, health assistance and civic & social orientation, psycho-social and legal counselling	/	/
	Personalised integration planning	No	Yes	Yes
The role of NGOs and volunteers		- Management of some of the CARs under contract with ESS(ACCEM, CEAR and Cruz Roja) - Implementation of the integration programme	Additional activities to complement municipal programmes in some locations.	Main providers for integration services, also responsible for the development and maintenance of refugee communities

Abbreviations & acronyms:

BAMF: Federal Office for Migration and Refugees
BCP: Burma Centre Prague
CAR: Centros de Acogida a Refugiados (reception centres)
CO: Cultural Orientation
CPR: Portuguese Refugee Council
COA: Central Agency for the Reception of Asylum Seekers and Refugees
DIS: Danish Immigration Service
ESS: Ministry of Employment and Social Security
GII: General Inspectorate for Immigration
IRC: Icelandic Red Cross
JRS: Jesuit Refugee Service
PES: Public Employment Service
PR: Permanent residency

1. Refugee integration & resettlement

1.1. What is integration?

Integration is generally acknowledged to be a 'dynamic, multifaceted and ongoing' process,[1] that is 'two-way' in the sense that it involves some level of mutual adaptation and accommodation[2] by refugees, migrants and other newcomers and the local communities and societies in which they settle. Integration can be understood as a set of related processes - in areas such as housing, health, employment, language-learning, civic participation and refugees' feelings of safety and welcome - that also serve as indicators and outcomes of the wider integration process.[3]

It is widely agreed that institutions in the receiving society should provide the conditions for successful integration by guaranteeing refugee and migrant participation in the 'economic, social, cultural, civil and political life' of the receiving society.[4] Rights and opportunities provided by the receiving society are generally articulated together with responsibilities for individual refugees within the integration process, for example by actively pursuing opportunities for language-learning and abiding by the laws and regulations of the receiving society.

1 UNHCR, A note on the integration of refugees in the European Union, 2007
2 European Commission , Common Basic Principles (CBP) for Immigrant Integration Policy in the European Union, 2004
3 Ager & Strang , Indicators of Integration, 2004
4 ECRE, The Way Forward: Towards the Integration of Refugees in Europe, 2005

For refugees, the 1951 UN Refugee Convention lists a range of social, economic and legal rights states should afford refugees, including a long-term, secure legal status leading to citizenship, and the possibility of being reunited with family members living in a third country.

1.2. EU involvement in Integration

While the EU exercises some level of competence in a number of areas related to refugee and migrant integration - such as in immigration policy, reception conditions and family reunification - integration remains a Member State competence. There is thus no common European integration programme for refugees or migrants, and no legally binding European standards on integration. Member States are able to develop national integration legislation and shape national programmes, and the extent to which these policies and programmes are articulated and implemented thus varies widely across the EU.

The Lisbon Treaty enables the EU to 'establish measures to provide incentives and support for the actions of Member States with a view to promoting the integration of third-country nationals', while also prohibiting 'any harmonisation of the laws and regulations of Member States' in this regard.[5] The EU therefore adopts an 'open method of coordination' in relation to integration, coordinating integration policy without harmonising it.

The EU has articulated a common policy agenda to underpin its actions in the field of integration, most clearly set out in the Common Basic Principles for Immigrant Integration Policy in the EU (CBPs) adopted by the Justice and Home Affairs Council in November 2004. The CBPs include the definition of integration (CBP 1 - see above), and the following ten additional principles:

CBP 2: Integration implies respect for the basic values of the EU.

CBP 3: Employment is a key component of the integration process. It is central to immigrant participation, facilitating and making visible immigrant contributions to receiving societies and making these contributions visible.

CBP 4: Basic knowledge of the receiving society's language, history and institutions is indispensable for integration, and immigrants should be provided with opportunities to acquire it.

CBP 5: Education prepares immigrants and their descendants for a more successful and

5 Lisbon treaty Article 63a (4)

active role in the receiving society.

CBP 6: Integration is facilitated by equal and non-discriminatory access to institutions, goods and services for immigrants.

CBP 7: Frequent interaction between immigrants and Member State citizens is fundamental to successful integration.

CBP 8: The practice of diverse cultures and religions should be safeguarded (except where it conflicts with European or national law).

CBP 9: Participation in the democratic process, and in the formulation of integration policies and measures, supports individual integration.

CBP 10: Mainstreaming integration should be considered in the formation and implementation of all relevant public policy.

CBP 11: Developing clear goals, indicators and evaluation mechanisms is necessary to review and adjust integration policy and to exchange information.[6]

Subsequent communications have expanded the CBPs by emphasising the importance of the local context for integration, and the role of local and regional actors in facilitating the social, political, economic and cultural participation of refugees and migrants in the EU.[7]

The European Commission (EC) has developed a number of instruments and programmes to promote integration through knowledge-sharing and cooperation among different actors in Europe. In the absence of a common integration policy, the EC has also mainstreamed integration principles into many European legislative and policy areas.

The EU supports programmes to promote the integration of migrants and refugees via two funds - the European Integration Fund (EIF) and the European Refugee Fund (ERF). Both the EIF and the ERF are part of the General Programme on Solidarity and Management of Migration Flows 2007-2013 (SOLID). The EIF funds integration projects for newly arrived third-country nationals (although not for asylum seekers or beneficiaries of international protection), while the European Refugee Fund (ERF) focuses on projects for asylum seekers and beneficiaries of international protection.

In order to streamline financing for projects with similar beneficiaries, the forthcoming Asylum and Migration

6 European Commission, 'Common Basic Principles (CBP) for Immigrant Integration Policy in the European Union' & 'Communication on the Common Agenda for Integration', 2005

7 European Commission, European Agenda for the Integration of Non-EU Migrants, 2011

Fund (AMF) 2014-20 will unify the EIF, ERF and the European Return Fund. Resettled refugees will thus become one beneficiary group for AMF funding.

1.3. Integration & refugee resettlement

1.3.1. Integration and the durability of resettlement

Resettlement to a third country is designed to provide a durable solution to particular refugees' protection needs. While the success of resettlement is often conceived of in terms of the numbers of refugees that arrive into resettlement countries, for resettled refugees themselves, arrival marks the beginning of a long process of settlement and integration. Overall evaluations of the durability of resettlement should therefore be based on both qualitative and quantitative integration outcomes for resettled refugees in the receiving country.

While acknowledging that resettlement is not a right, UNHCR considers that resettlement states have a number of obligations toward the resettled refugees they agree to receive to ensure ongoing protection and the long-term durability of their resettlement:

- Resettled refugees must be afforded a permanent legal status that facilitates access to basic rights and to eventual naturalisation.
- Resettlement states must offer resettled refugees sufficient support and opportunities to facilitate their integration, and make available appropriate resources and expertise for these measures.
- Resettlement states must make advance preparations for the reception and integration of refugees selected for resettlement, including by establishing specialised plans to meet the needs of specific individuals and groups identified pre-arrival.
- Integration programmes must be accessible to all resettled refugees.[8]

1.3.2. The particular needs of resettled refugees

As a general rule, all newcomers to a country face similar challenges such as learning the local language, finding housing and employment and understanding social codes and the institutional framework. However, because of their specific circumstances and journey of migration and arrival, resettled refugees often face some particular common challenges relevant to resettlement planning and services:

- Resettled refugees have often lived for extended periods in camp situations with very basic facilities, and resettlement is often a sudden move to a technologically advanced and more individualised society.

8 UNHCR, The Integration of Resettled Refugees: Essentials for Establishing a Resettlement PRogramme and Fundamentals for sustainable Resettlement Programmes, 2013

- Refugees from both camp situations and urban settings may have developed dependency on assistance and aid, and so find it difficult to adjust to doing things for themselves.
- Having spent many years without the possibility of planning their future, resettled refugees can have unrealistic expectations about their new home country, especially in terms of employment, housing and social assistance. They are often unaware that life can be challenging in highly industrialised countries.
- Resettled refugees often have no existing community, family or other support networks that can offer emotional and orientation support on arrival, or during the initial period when everything is new and often complicated.[9]

1.3.2. Principles for reception and integration

In September 2010, ICMC organised a conference[10] on resettlement and integration in Europe attended by 45 participants and facilitators from civil society organisations and municipalities working with resettled refugees in 11 countries. The conference produced 'A Charter of Principles for the Reception and Integration of Resettled Refugees'[11] which identified 4 key principles in this area:

- Empowering refugees, fostering independence - programmes must be designed to take account of the cultural background of resettled refugees, and refugees should have the opportunity to give feedback on services and be involved in their delivery.
- Enabling integration - pre-departure information must be accurate and realistic, and be communicated to both refugees and all actors involved in the resettlement process, including those receiving refugees in resettlement countries. Integration programmes must be time-limited, linked to mainstream services, provide translated information on key topics, make use of personal integration planning and ensure access to safe and secure housing and family reunification procedures.
- Enhancing partnerships, planning together - those involved in programmes in receiving countries must develop mechanisms for joint planning and coordination, and communicate with actors in the country of asylum to ensure information on refugees' specific needs is incorporated into pre-arrival reception planning. Mainstream services in the receiving country must be informed

9 ICMC, Paving the Way: A Handbook on the Reception & Integration of Resettled Refugees, 2011

10 ICMC -led workshop on the reception and integration of refugees held on 14-16 June 2010, and organised in the framework of the IOM, UNHCR and ICMC project 'Promotion of resettlement in the European Union through practical cooperation by EU Member States and other stakeholders'

11 ICMC, Paving the Way: A Handbook on the Reception & Integration of Resettled Refugees, 2011

about refugees' needs to support more informed and effective service delivery both for refugees and the wider community.
- Strengthening receiving communities - the local community must be informed about refugees' arrival, and offered opportunities to engage in welcoming refugees and offering longer term support on a voluntary basis.

UNHCR echoes many of these practitioner recommendations for common principles for the reception and integration of resettled refugees. It considers both 'legal integration' (secure legal status and access to rights including family reunification) and effective integration programmes as 'essentials' for establishing and sustaining resettlement programmes.

For an integration programme for resettled refugees to be effective, UNHCR recommends that it:
- is supported by consultation with all relevant stakeholders;
- is underpinned by clear roles and responsibilities for all partners;
- engages civil society;
- ensures access to essential and specialised services that respond to the diverse needs of different refugee groups and individuals;
- includes feedback mechanisms for all stakeholders, including resettled refugees;
- builds public support for resettlement, thus creating welcoming communities;
- is supported with adequate and sustainable resources; and
- is part of a broader national strategy to promote equality, inclusion and diversity. [12]

It is not clear if UNHCR would consider the absence of effective integration programmes and/or national strategies on equality and diversity as grounds for postponing or ceasing resettlement arrangements with a specific country.

1.3.3. Selection and integration

Some European resettlement countries have adopted resettlement selection criteria related to 'integration potential', assessing in the country of asylum how well an individual refugee will integrate in the future. In both Denmark, Finland and The Netherlands, the requirement to assess integration potential as part of resettlement selection is incorporated into national legislation. Danish legislation, for example, views elderly people and those not literate in their first language as unlikely to integrate well into Danish society. In the Czech Republic, Germany and Romania factors such as previous education, language ability and 'willingness to integrate' are considered within the selection process.

12 UNHCR 'ATCR 2012 Discussion Note - The Integration of Resettled Refugees: Essentials for Establishing a Resettlement Programme and Fundamentals for Sustainable Resettlement Programmes'

Selection based on an assessment of integration potential can undermine or work counter to the role of resettlement as a protection tool for vulnerable refugees. There are many different ideas about what constitutes integrating 'well' or not 'well' - the factors such assessments will focus on and the weight attached to each factor within the consideration process will subsequently differ quite widely. There is also no empirical evidence supporting the idea that individual integration outcomes can be predicted.

In addition to assessing individual integration potential, many European resettlement countries consider the capacity of their programme to offer adequate integration services and support for resettled refugees during the pre-arrival phase. In the UK, for example, the central government Home Office and health services in the receiving city negotiate individual funding for refugees with long-term and/or serious health conditions, ahead of refugees' arrival. If an agreement on the level of funding to be provided cannot be concluded, the refugee concerned (and their dependants) may not be selected for resettlement to the UK. In some countries where housing is scarce and/or expensive, relatively large families may not be selected because of difficulties in finding adequate and/or affordable housing.

2. Organising reception & integration for resettled refugees in Europe

2.1. Placement

Resettlement placement policies - or decisions about where to locate resettled refugees on the territory of the receiving country - can have an important influence on the individual integration process.

In most European countries, municipalities voluntarily choose to receive refugees in their locality. The exception to voluntary municipality participation is Denmark, where municipalities are legally obliged to receive a specified number of refugees every year.[13]

Municipality decisions to participate in resettlement are often taken by political representatives, such as the multi-annual political approval for resettlement granted by participating local authorities in force in the UK. If municipalities withdraw their participation in resettlement, as has increasingly happened in Finland, the country's resettlement capacity can be significantly reduced and annual quotas are not filled.

13 The number of refugees to be received by each municipality changes each year, and is fixed by negotiation between the central government and Local Government Denmark (the interest group and member authority of Danish municipalities). The legal obligation for municipalities to receive an annually determined number of refugees remains constant.

It is therefore crucial that national governments create and maintain awareness of refugee protection and of the importance of resettlement for protection among local authorities and their partners. Some cities, such as Sheffield in the UK, view resettlement activities as a humanitarian commitment on the part of the city, meaning the commitment to running a local programme is highly sustainable and long-term. Good practices in terms of awareness-raising include the national resettlement stakeholder meetings involving municipalities, NGOs and local welfare agencies in the Czech Republic (2012) and Belgium (2012 and 2013).[14] Transparent and adequate financial compensation for resettlement activities can also be important in maintaining municipality support for and involvement in resettlement. This is acknowledged by the current work of the Finnish government in reviewing the level and system of reimbursing resettlement costs to municipalities as the main method for improving their engagement in the national programme.[15]

In some European countries, placement of resettled refugees is mainstreamed into existing asylum and refugee distribution systems. In Sweden, for example, municipalities negotiate with regional authorities to agree on the number of refugees they will receive in the coming year, with final arrivals made up both of resettled refugees and refugees exiting the asylum process.

Other countries have used pre-existing distribution keys and systems for the placement of resettled refugees, such as Germany's use of the *Königsteiner Schlüssel*, an established formula for allocating resources and equalising provision from federal to state level. While the use of distribution keys can produce an equitable spread of refugees within a region or national territory, it can also result in a situation where refugees are placed in small numbers in a high number of localities. They can then be isolated from others in their immediate national, language or religious community, and from other migrant communities and specialist service providers. Smaller refugee numbers can also present difficulties for developing good quality local integration programmes due to the prohibitive economies of scale involved.

The location of affordable housing is a key driver of placement within resettlement. Larger cities, in which specialist medical and trauma services and organisations with expertise in working with refugees are often located, are

14 During 2012-13, seven national multistakeholder meetings on resettlement were organised in the framework of the IOM, UNHCR and ICMC 289 Linking-In EU Resettlement project brought together government officials, civil society, UNHCR and IOM, in Belgium, Germany, Bulgaria, Spain, Czech Republic, Portugal and Italy.

15 This work is being undertaken as the VIPRO Project, an initiative of the Finnish government co-funded by the European Refugee Fund. See the Finland country profile in Chapter VI for more information.

often unwilling to receive resettled refugees because of a lack of available and affordable housing. Affordable housing is generally more readily available in smaller municipalities, which can be some distance from the main economic and cultural urban centres. For those with specific employment skills and/or who wish to access trainings and university education, placement in smaller or more remote areas can constitute a huge barrier for integration and their aspirations for their own resettlement. For those from specific religious or cultural backgrounds, living some distance away from relevant institutions and facilities can also be problematic.[16]

Despite these limitations, smaller communities can offer resettled refugees a 'soft landing' in the resettlement country in which both essential services and local communities and networks are more easily accessible. This can particularly benefit families with younger children, single-parent households and more vulnerable individuals or groups with limited experience of larger urban contexts.

Outside of larger cities, affordable housing may be located in more isolated areas some distance from basic services, creating challenges for service providers in delivering programmes accessible to all refugees. In the Swedish region of Gävleborg, municipalities have addressed this challenge through regional cooperation, such as holding joint Cultural Orientation sessions in one municipality to which refugees from around the region are transported, and jointly procuring interpreters for particular refugee groups.

When deciding on placement, national authorities may also consider factors such as the presence of similar ethnic, national, religious or language groups, the presence of appropriate interpreters and the capacity of local services when making decisions on placement for resettled refugees.

2.2. Planning reception & integration

Resettlement is a planned activity, and information about resettled refugees is known prior to their arrival into a resettlement country. To be effective, local reception and integration programmes must receive information on the groups and profiles that will come to their community in an as full and accurate form as possible, and within timescales that make pre-arrival planning realistic.

In Europe, timescales for the provision of information to local actors vary

16 An evaluation of the 2008 local programme to resettle Rohingya refugees to Carlow County in Ireland, for example, found that the absence of a mosque and space for religious burials created huge barriers for their long-term integration, and were the main motivating factors for refugees considering leaving the area.

considerably. In the UK, municipality and civil society organisations agreed with the Home Office that 6 weeks was the minimum period in which reception could be planned, and the grant agreements that underpin the UK programme currently incorporate this requirement. In Germany, many cities do not receive information on the refugees they will receive prior to their arrival at the central reception facility in Friedland. Refugees stay in the centre for a period of between one and three weeks, during which time municipalities are contacted with information on the refugees they are due to receive, thus limiting the time available to plan local reception.

The accuracy and type of information about individual refugees and their dependants provided to local actors also varies across Europe. At a conference organised by ICMC in May 2013, an Iraqi refugee speaker recounted how, due to a lack of efficient information-sharing amongst actors at different levels, his disabled child was not provided with a wheelchair until some time after their arrival, and the family was initially offered an apartment on the fourth floor of a building without an elevator.[17] In France, NGOs operating local resettlement programmes do not receive copies of Resettlement Registration Forms (RRFs) or summaries of the information they contain, and must therefore re-interview refugees to establish their personal details and histories.

Data protection regulations in resettlement countries can limit sharing of personal information about refugees amongst stakeholders, in particular that related to health.

2.3. Partnerships to coordinate resettlement

Partnerships underpin the resettlement process at the many different levels at which it operates. At the global level, UNHCR, IOM, NGOs and national governments in countries of asylum and of resettlement work together to identify refugees for resettlement and facilitate their travel to resettlement countries. In resettlement countries, governments establish and maintain national programmes in partnership with local actors, and local actors themselves collaborate on reception and integration programmes for resettled refugees in their towns and cities.

In many local resettlement programmes across Europe, local actors have formed partnership groups and structures to coordinate pre-arrival planning. In Carlow County In Ireland, for example, schools, housing providers, civil society organisations and health services formed a Resettlement Steering Committee to plan for the

17 See report of the event 'A City Says Yes! Welcoming Resettled Refugees in Europe', held May 8 2013, at www.resettlement.eu

arrival of a group of Rohingya refugees. The Committee produced a reception schedule with allocated roles for all partners, and facilitated the pooling of resources between partners to fund interpretation.[18] In Swedish municipalities, informal coordination groups of key local resettlement partners can arrange to receive individual refugees resettled on an emergency or urgent basis, often within 1-2 days.

In both these examples, and in successful local programmes elsewhere in Europe, a single partner leads on coordinating the local programme, maintaining oversight of a central reception plan, updating partners, suggesting changes and acting as a single point of local contact for national governments.

2.4. Approaches to reception - centralised reception or direct placement in local authorities

The 'reception' phase for resettled refugees describes the period directly following their arrival in the country of resettlement. The length of the reception phase is generally defined by individual resettlement countries within their national programmes, and so varies from the first few weeks to periods of up to 6 months after arrival.

Resettlement programmes in Europe generally take two distinct approaches to reception. Several European resettlement countries use a 'centralised reception' system, in which resettled refugees are initially received into an accommodation facility where they stay for a defined period before moving to municipalities. In others, resettled refugees move directly into independent accommodation in a municipality after arrival, in an approach referred to as 'direct reception'. Approaches to reception in European resettlement countries are shown below:

CENTRALISED RECEPTION	DIRECT RECEPTION IN MUNICIPALITIES
Belgium (6 weeks)	Denmark
Czech Republic (6-8 months)	Finland
	Iceland
France (both approaches - 3-6 months)	
Germany (7 days)	Netherlands
Ireland (8-12 weeks)	Norway
Portugal (3-6 months)	Sweden
Romania (6 months-1 year)	UK

2.4.1. Centralised reception

Centralised reception is organised in a number of different ways within European resettlement programmes.

18 Resettlement in smaller cities and municipalities workshop, EU Resettlement Skills Share Day, 14-15 May 2012 at www.resettlement.eu
Titley, A., Carlow Rohingya Resettlement Programme Evaluation Research Report, 2011

Some reception centres, such as those in Belgium and France, accommodate both resettled refugees and asylum seekers. Others, such as the Integration Centre used in the Czech resettlement programme, accommodate only resettled refugees. The majority of central reception facilities are managed by governmental authorities or agencies. In countries including France, Portugal and Spain, they are also managed by NGOs.

For some resettled refugees, centralised reception can be unsettling or frustrating in that it introduces an additional stage of adjustment and waiting before settlement in municipalities and long-term integration. Reception facilities can also reinforce, to differing degrees, dependencies that have developed in camp settings.

For highly vulnerable resettled refugees, in particular those from protracted situations and/or who have experienced trauma and conflict, an initial stay in a reception facility can provide a period of rest and recovery and an opportunity to build resilience and capacity for long-term integration. It can also offer opportunities to support the long-term integration of resettled refugees by providing intensive language classes and civic/cultural orientation. Some reception orientation programmes, such as the one provided in the Sint Truiden Centre in Belgium,[19] are specifically linked to language tuition and orientation programmes that take place in receiving municipalities after refugees depart from the centre. Many more - such as those in Germany - are not linked in this way, and local actors in receiving municipalities often express frustration at the 'lost opportunity' to begin working on long-term integration directly following arrival.

Some resettlement countries use centralised reception as a means to create more time for locating housing in municipalities and planning access to essential services. Not requiring housing to be finally secured prior to refugees' arrival can make national programmes more flexible, particularly in terms of receiving emergency and urgent resettlement cases within short timescales. In cases where housing proves difficult to secure, however, such as those involving special medical needs or larger families, refugees may stay in central facilities for far longer periods than originally intended. In several programmes, NGOs assist in identifying suitable housing and liaising with landlords on refugees' behalf.

In some programmes resettled refugees resident in centralised facilities

19 The programme delivers the initial modules of the national Inburgering (Integration) programme that operates in the Flemish region and parts of Brussels, and resettled refugees can continue with the same programme after they move from the centre and to municipalities.

are assisted to find permanent housing in municipalities, and are able to choose their area of residency in a country or city.

2.4.2. Direct reception

Direct reception offers resettled refugees the opportunity for immediate settlement and integration in municipalities. Resettled refugees are thus faced with a single point of adjustment between the country of departure and the resettlement country, and will be immediately oriented toward more long-term integration and settlement. Children, for example, can immediately start their education at the school they will attend in the longer term and start their new lives without losing additional time.

Immediately placing refugees in a municipality requires that adequate housing is available as soon as refugees arrive into the country. Direct reception can therefore create some significant challenges for housing providers. Accurate information on family size, physical disabilities or other needs for adapted housing and equipment, and any requirements to be close to specialist services, must be collected and communicated to local resettlement actors prior to refugees arriving. Local programmes must also incorporate sufficient flexibility to deal with specific needs affecting housing that only become apparent after arrival.

Additionally, a multitude of factors may delay the departure of resettled refugees from countries of asylum, resulting in their arriving into resettlement countries later than originally envisaged. Housing providers in direct reception models may therefore be required to 'block' accommodation in anticipation of refugees' arrival, while also limiting the additional rental costs they incur in doing so.

2.5. Mainstream and specialised integration programmes

In those resettlement countries with predefined programmes for the integration of newcomers, services for resettled refugees are often mainstreamed into this wider provision. This is the case in Sweden, where the Public Employment Service coordinates a national integration programme available to all newcomers that includes language-learning, education and vocational training. In Germany, eligible newcomers can access civic orientation classes and up to 600 hours of language tuition via a national integration programme developed and commissioned by the federal government.

Other European resettlement countries have developed specialised integration programmes specifically for resettled refugees. In the UK, for example, partnerships of local authorities and

civil society organisations provide a 12-month programme of dedicated post-arrival integration support specifically for resettled refugees.

Specialised programmes can be more responsive to the particular needs of resettled refugees. They are better able to adapt the integration measures they offer according to the profiles of particular refugee groups, including by engaging new partners with expertise in relevant areas. Specialised programmes also support the development of local expertise and refined approaches for reception, and can provide a gradual, structured entry into mainstream services for resettled refugees at the end of the programme.

Mainstreamed provision can also assist the integration of resettled refugees by providing early opportunities for them to mix with other refugees and migrants, and by ensuring integration outcomes for resettled refugees are measured alongside those of other migrant groups. Additionally, mainstream programmes often have a strong basis in national policy and funding frameworks and so may be more sustainable in the longer term.

2.6. Casework and Personal Integration Plans

'Casework' refers to the process of supporting individuals or families ('cases') to identify and meet their needs, manage their circumstances and achieve their aspirations. Those delivering this support for refugees may have a variety of titles, including caseworkers, support workers, refugee workers, social workers or project workers.

In refugee resettlement, in both mainstream and specialised reception and integration programmes, it is generally NGOs or municipality social services that provide casework support. Casework support for resettled refugees is typically provided for a defined period, from a few months to several years, and can include a range of mediation and support roles including:

- orientation to the new country;
- acting as a point of reference for other services;
- emotional support;
- referral to relevant agencies;
- advice and information on housing, benefits and other social services;
- mediation between family members and the host community;
- advocacy, support and awareness-raising with mainstream services – see previous page;
- family reunion and legal assistance.[20]

By bringing together partners working with resettled refugees in a number of different capacities post-arrival, local

20 ICMC, Paving the Way: A Handbook on the Reception & Integration of Resettled Refugees, 2011

partnerships are able to facilitate joint case management, involving monitoring the progress in the integration of individual refugees and developing joint strategies to address particular needs. Local partnerships can also act as vehicles for joint projects to enhance resettlement programmes, such as the ERF-funded extended integration support project developed by the Carlow Resettlement Committee in Ireland.

Many agencies and organisations providing longer term integration support for resettled refugees use a personalised integration planning approach. Personalised integration plans are a tool to set short, medium and long-term outcomes and targets for individual refugees' integration, and to plan the steps to take in order to achieve them. Plans are generally reviewed at regular intervals and can be amended over time, thus providing a highly individualised and flexible way of planning and managing refugee integration.

Personalised integration plans are generally co-developed with resettled refugees themselves, meaning they reflect refugees' aspirations for their resettlement in addition to assessing their needs. Plans are also a useful tool to show refugees what they have achieved and how far they have come.[21]

Variations on the personalised integration planning model are used in programmes in Sweden (by the Swedish Public Employment Service), Portugal (Portuguese Refugee Council), the UK (national NGOs) and others.

2.7. Working with volunteers

Volunteers are an important resource for resettlement programmes and important source of guidance and friendship for resettled refugees in many European countries.

Volunteers can be used in many different roles, including:

- language support;
- one-to-one mentoring for employment and befriending;
- orientation to the local area;
- social guidance, such as accompanying refugees to appointments;
- computer, art and sports classes.[22]

Volunteers can broaden the integration experience of resettled refugees by facilitating social connections outside of refugees' immediate communities and of a structured, service delivery environment. Volunteers working with resettled refugees use their experiences to raise awareness about refugee resettlement within their own communities, and to help build political and community-based support for current and future resettlement programmes.

21 Ibid.

22 ICMC, Paving the Way: A Handbook on the Reception & Integration of Resettled Refugees, 2011

Raising awareness about Save Me in Aachen/Amnesty International Aachen

Previously resettled refugees of all backgrounds have a knowledge of the resettlement process and life in the resettlement country that can be of great value to those who are newly resettled. They can therefore be an important resource for local resettlement programmes, both as individual volunteers and as communities. The 'Save Me!' campaign in Aachen enables previously resettled refugees to volunteer with new arrivals, hosting welcome and cooking events and acting as city tour guides. In the Swedish county of Gävleborg, via the Landa Project[23], resettled young people contributed their knowledge and experience to the development of a Cultural Orientation programme specifically for refugee youth.

Several national resettlement programmes fund civil society organisations to coordinate volunteer programmes. In the UK programme, the government funds national NGO partners to recruit volunteers to specific roles within local programmes, such as befriending and English language teaching. The Icelandic Red Cross recruits volunteer friends or families in municipalities to assist resettled refugees in local orientation and social activities, and the city of Munich funds the Munich Refugee Council to coordinate the involvement of volunteers from the 'Save Me'[24] network in the local resettlement programme.

23 The Landa ('Leaving, Landing, Living') Project is an initiative to improve pre-departure and post-arrival cultural orientation for refugees resettled to the Swedish county of Gävelborg. Landa is led by the County Administrative Board of Gävelborg and co-funded by the European Refugee Fund.

24 'Save Me!' is a German grassroots, city-based campaign begun in Munich in early 2008 by the Bavarian and Munich Refugee Councils, Refugio Munich and Kammerspiele MÜNCHEN. Save Me mobilises local support for and involvement in refugee resettlement in over 50 regions, cities and towns throughout Germany. For more information see the 2013 SHARE Project publication 'A City Says Yes! Reflections on the experiences of the Save Me campaign to promote refugees resettlement in Germany'

While some European Member States have long-standing traditions of volunteering, others have no tradition of voluntary work or of volunteer involvement in refugee resettlement and integration. Across Europe, civil society organisations and governmental authorities have produced a number of resources for volunteering in refugee resettlement - including films, reports, descriptions of volunteer roles and tasks - and materials to assist in attracting, recruiting, training and supporting volunteers. To enable volunteering expertise and experience to be further shared among resettlement actors all over Europe, the European Resettlement Network has gathered together English language translations of volunteering resources produced by organisations in Belgium, Denmark and The Netherlands, in addition to resources produced in English by organisations in the UK, all of which are available on the Network website.[25]

2.8. Strengthening refugee & receiving communities

Preparing local communities for resettlement ahead of refugees' arrival can help to create the welcoming and supportive conditions essential for successful refugee integration. Local 'Save Me!' groups across Germany developed innovative campaign and advocacy methods to inform local communities about resettlement and build political and public support for local resettlement programmes.[26] In the UK, the British Refugee Council hold pre-arrival, multiagency briefings about the background and profile of particular refugee groups for local service providers and stakeholders.

Resettled refugees can sometimes be extremely visible in localities unaccustomed to migration and/or with no established migrant or refugee communities. In some contexts, visibility can increase susceptibility to racism and discrimination. Some national initiatives seek to address this issue ahead of refugees' arrival. In the Czech Republic, for example, mayors of the smaller towns and cities that receive resettled refugees directly engage in building awareness of and support for resettlement among the local population ahead of refugees' arrival, and work with local media to create features giving local residents information about resettlement and the municipality's programme. Local 'Save Me' campaigns in Germany promote increased awareness of resettlement and directly engage local populations

25 These resources are accessible at www.resettlement.eu/page/volunteering-refugee-resettlement-0

26 At 2013, 51 German city councils had passed resolutions stating their support for a national refugee resettlement programme and their willingness to receive resettled refugees. Over 7,000 individuals have registered online to offer practical help to refugees after arrival.
ICMC and PRO ASYL, 'A City Says Yes! Reflections on the experiences of the Save Me campaign to promote refugees resettlement in Germany, 2013

in resettlement, and wider initiatives carried out by City of Sanctuary and Vluchtelingenwerk Vlaanderen (Flemish Refugee Council) also benefit local resettlement programmes by building welcoming and supportive communities.

Bringing refugees together to discuss their experiences can be a useful source of feedback on local resettlement programmes and a source of social support for refugees themselves. In December 2012, the municipality of Brandýs nad Labem-Stará Boreslav hosted a meeting of Burmese refugees living in the Czech Republic, bringing together previously resettled and newly arrived refugees to discuss their experiences. In the Czech programme, individual families are received by smaller towns some distance away from each other, and both municipalities and BCP noted the benefits that contact with others from their community had for individual refugees. In the UK, the Gateway Communities Forum (supported by the British Refugee Council) brings together community associations formed by refugees resettled to Sheffield to plan cultural and civic activities, and support new arrivals and one another.

Religious institutions such as churches and mosques can provide friendship, voluntary support and a wider social network for resettled refugees. This can be particularly important in countries where there is no widespread culture of volunteering with refugees or any other vulnerable groups, and where it is therefore not possible to create a strong role for volunteers within local resettlement programmes. The Czech Republic, for example, received many Baptist refugees from Burma, many of whom were introduced to local Baptist congregations on arrival into the receiving municipalities and are now active members.

3. Integration practice – setting up the basics

3.1. Housing

Access to safe, secure and permanent housing is both a basic integration need for refugees, and a key feature of successful and positive refugee integration. The provision of housing for resettled refugees is perhaps the most crucial aspect of local resettlement programmes, dictating as it does where refugees can live - both within national territories (see 'Placement' above) and within a city or municipality - and how the organisations and service providers working with them must subsequently structure local integration programmes.

Many different actors are involved in the provision of housing in local resettlement programmes in Europe.

Some use housing owned by municipalities, or by housing companies or management vehicles owned/part-owned by municipalities. An increasing shortage of social housing in Europe means many programmes source housing for resettlement from private landlords. Municipalities or NGOs often subsequently act as a liaison between landlords and refugee tenants, building relationships for defined period after a tenancy begins.

The location of housing for resettlement within a city or town can have significant impacts for local integration capacity. In bigger cities, low-cost housing is often located in areas where mainstream services such as schools and healthcare are already under pressure from the needs of local populations. Many housing providers in many European resettlement cities therefore involve local health and educational services in planning the location of housing. In many larger cities, competition for low-cost housing drives up rental costs, so lessening both availability and affordabilty for resettlement.

The type of housing provided for resettled refugees similarly influences both individual experiences of resettlement and local resettlement programmes. Housing must be of adequate size for resettled refugees and their families, and refugee family units can often be large by comparison to European averages. Many European towns and cities have existing shortages of housing for both larger families and single people. Reductions in social welfare that are currently taking place in many European countries can also restrict refugees' ability to pay for larger housing in the longer term. Some local housing providers in European programmes have developed a number of strategies to deal with these issues, including splitting larger families over two adjoining properties and accommodating young adults independently from other family members.

Unrealistic expectations of the type of housing they would be offered in the resettlement country can colour resettled refugees' early integration experiences. Those from more affluent urban backgrounds may be accustomed to larger houses with gardens,[27] while other groups may associate apartment buildings with insecurity and poverty. Both may be dissatisfied with a local programme that is able to source housing only in smaller apartments.

Some European resettlement programmes create an element of housing choice for resettled refugees. In some centralised reception models, NGOs provide support and information for refugees to secure their own long-term

27 Platts-Fowler, D. & Robinson, D., 'An Evaluation of the Gateway Protection Programme: A Report Commissioned by the UK Home Office', 2011

accommodation. Other programmes provide short-term housing for an initial period of 6-12 months, after which refugees are supported to locate and move to more permanent housing. These models have the advantage of enabling refugees to use their awareness of the city to decide where they want to live in it. They also create a pool of static accommodation that can be used to accommodate new groups on a reliable and sustainable basis, streamlining resettlement planning and removing the ongoing need to procure housing.

3.2. Language-learning

Language-learning is vital for problem-solving, building social networks and obtaining employment. Europe is rich in languages, many of which are quite challenging to learn. The vast majority of resettlement programmes in Europe include a specific language-learning component for resettled adults, generally via an allocation of a specific number of hours of tuition - in Europe ranging from 100 to 500 hours - completed within defined periods of between 12 months and 3 years (see Annex V). There are many varying national and local caveats as to when tuition can continue beyond these periods. Some countries make attendance at language classes a requirement for continued receipt of social welfare (often together with attendance at civic orientation classes).

In many national programmes in Europe, resettled refugees access language-learning via mainstream programmes available to other refugees and new arrivals in the country. In some of these, agencies responsible for language tuition sometimes develop specialist, highly localised language-learning initiatives for resettled refugees, such as the 'Construindo uma Nova Vida em Portugal'[28] project developed by the Portuguese Refugee Council. However, some national integration programmes can lack capacity in particular local contexts, and resettled refugees then become part of a wider user group competing for limited opportunities for language-learning in their town or city.

Countries using centralised reception generally provide intensive language-training programmes for resettled refugees during the stay in the reception centre, before they move to municipalities and take up mainstream provision. In the Czech Republic, for example, the Ministry of the Interior guarantees 400 hours of language tuition during the 6-month stay in the Integration Centre, with an additional 200 hours available via the mainstream State Integration Programme after arrival into municipalities.

28 From September 2011 to August 2012, this project offered Portuguese language training adapted to the special needs of resettled refugees, including literacy classes for refugees illiterate in their first language or unfamiliar with the Latin alphabet In addition to promoting language and communication skills, the project also aimed to enhance refugees self-esteem and self-confidence.

In Europe, language-learning outcomes are often explicitly linked to residency and citizenship requirements. Both Germany and Denmark restrict permanent residency to those achieving a specified level of language proficiency, and Iceland to those completing 250 hours of language classes. In Denmark, particularly, refugees can struggle to achieve the B2 language requirement necessary for permanent residence, and so remain on renewable temporary residence permits for many years.

3.3. Civic & cultural orientation

Several European countries provide post-arrival civic and cultural orientation programmes for resettled refugees. Programme content varies, but generally includes a basic introduction to the receiving country's legal framework, history and electoral system, plus practical information about the integration programme, and areas such as housing and education. The length of programmes varies widely, from a single 6-hour session to 50 plus hours of classes. Civic and cultural orientation is often delivered together with language tuition.

Countries using centralised reception tend to provide civic orientation specifically for resettled refugees within central reception facilities. In some cases, these classes are linked to provision that will continue in municipalities after refugees leave the centres.

NGOs sometimes develop civic orientation programmes specifically for resettled refugees, as in the UK where Refugee Council and Refugee Action have developed a series of information briefings on UK law, mainstream services, employment and education. In many European programmes, resettled refugees attend civic orientation classes within mainstream integration programmes.

In Sweden, pre-departure and post-arrival cultural and civic orientation are explicitly linked. Municipalities and the Swedish Public Employment Service can participate in pre-departure orientation activities in countries of asylum (generally at their own expense) and initiatives such as the LANDA Project[29] have enabled these actors to develop CO curricula to be used across the pre and post-arrival stages.

Similarly to language proficiency, civic knowledge is often used by European countries as a requirement to acquire permanent residency or citizenship. Denmark and Germany require applicants for permanent residency to pass a civic knowledge exam. Belgium, the Netherlands, the UK and others require applicants for citizenship to pass

29 See footnote 28, above, for more information on the Landa Project

civic knowledge tests, and the Czech Republic will introduce a social and historical knowledge requirement for citizenship acquisition from 2014.

3.4. Employment & training

Employment promotes integration in a number of key ways, including by enabling self-sufficiency, improving language and creating social and professional networks. National refugee and migrant integration programmes in Europe are increasingly focused on employment as the long-term goal of integration. In Sweden, for example, a 2010 change transferred the primary national responsibility for refugee and migrant integration from municipalities to the Swedish Public Employment Service.

The employment skills and experiences of resettled refugees differ widely depending on background and pre-arrival experiences. Those who were resident in camps may not have worked for long periods, so becoming deskilled, while others will have no experience of formal employment at all. Some local actors have developed initiatives to provide resettled refugees with work experience in the receiving country. Municipalities in the Czech Republic, for example, often provide adult refugees with 'starter' jobs in public services such as gardening and general maintenance. In some Danish municipalities, resettled young people leaving school are able to enter 'production schools' that provide young people seeking employment with training and placements in a range of different vocational professions.

Language ability is the key barrier to employment for many refugees, including those who are resettled. Even where basic language skills are acquired, many professions require knowledge of specific vocational language and terminology in order to take up employment. A good practice in this regard is the national Swedish for Immigrants (SFI) programme has developed a Labour Market Training component that provides refugees specialised vocational language training for refugees training in specific professions - including welding, bakery, cleaning and bus driving.

European civil society organisations and municipalities are increasingly engaging with private business in the area of employment for refugees, including those who are resettled. The Dutch Refugee Council has worked with the national employment office and private businesses on three separate programmes to develop 6-month employment contracts for refugees,[30] and the local integration service of the Danish municipality of Faaborg-Midtfyn works in partnership with a local manufacturer to provide entry-level,

30 Collectively , the 3 programmes created approximately 3600 placements during the period 2006-12.

manual employment for resettled refugees.[31] At the European level, the European Resettlement Network organised a roundtable meeting in late 2012 involving governments, NGOs, and private businesses interested in playing a role in helping refugees to find employment, which produced several recommendations to further develop the role of private business in the employment of resettled refugees.[32]

Municipalities and civil society organisations also assist resettled refugees to search for employment within the wider labour market. The UK's 12-month integration programme supports refugees to compile CVs and complete job applications, and the Burma Centre Prague recently implemented a programme of aptitude testing for resettled refugees designed to highlight their skills for the Czech labour market.[33] Volunteer mentors from local populations, such as those recruited by the Dutch Refugee Council's Emplooi programme, can also be extremely effective in assisting refugees to look for jobs in a chosen profession.

Resettled refugees' expectations of employment can also play an important role in their integration experiences. Some highly qualified and experienced refugees may have expected to find employment in their own profession relatively quickly after arrival, when in reality their qualifications may not be recognised to the level they expected or they may need to complete extensive retraining programmes.

4. Connecting to mainstream services

4.1. Education (children)

In European resettlement programmes, resettled refugee children enter mainstream schools, either after a period of separate intensive tuition or immediately after arrival. Separate 'pre-mainstream' tuition is delivered in both central reception facilities and municipalities that receive refugees directly, and generally includes intensive language tuition and orientation into the classroom environment. Centralised reception does not necessarily mean that resettled children will attend 'pre-mainstream' education - in the Pôndrome reception centre in Belgium, for example, children attend mainstream schools located close to the centre for the period of their stay there.

In many European towns and cities, resettled children can benefit from

31 Site visit to Faaborg Midtfyn municipality, 304 Look & Learn Visit to Denmark(11-14 June 2012) - in the framework of the IOM, UNHCR and ICMC 'Linking-In EU Resettlement' project and ICMC's SHARE Project

32 Roundtable on private business engagement in the integration of refugees (Brussels, December 2012) - in the framework of the IOM, UNHCR and ICMC 'Linking-In EU Resettlement' project

33 Burma Centre Prague's 'Improving Employment Opportunities for Refugees from Burma' project, supported by the European Social Fund and implemented from September 2011 until August 2013
The Emplooi programme has operated for 20 years, at different capacities according to available funding. At end 2012, the project had enabled 8500 refugees to find employment, and 2500 to access vocational training and/or work placements.

Horton Housing Association/2012

the expertise in working with children of a refugee or migrant background developed by local schools. Many of these schools have produced resources to aid learning for children who do not speak the national educational language, including those not literate in their first language, and to support parents to understand school systems and engage in their children's education in the resettlement country.

Attending school has been shown to have a positive impact on children's integration, particularly in terms of rapid language acquisition and the opportunity to form friendships and social networks. In recognition of the role that a welcoming school environment can play in the successful integration of resettled children and young people, many schools have become active partners in planning for local resettlement programmes. In the Czech Republic, for example, a school in the town of Brandýs nad Labem-Stará Boleslav due to receive 2 resettled pupils ran a series of pre-arrival resettlement awareness-raising sessions for staff and pupils, and distributed information about the new arrivals so existing pupils could greet them when they arrived.

4.2. Education (adults)

In almost all European resettlement countries, resettled refugee adults are eligible to access mainstream education[34] on an equal basis with other adult permanent residents, including in terms of equivalent fees, financial support and entry requirements. Where

34 'Mainstream education' here refers to all education provided after mainstream school education, including university education but excluding language-learning and vocational training.

permanent residence is not made immediately available to resettled refugees, such as in Germany or Denmark, the entitlement to access education may be practically impeded where the length of the temporary status is less than that of the chosen course or does not meet the requirements of student funding assistance schemes.

National resettlement placement policies can affect how far individual refugees are able to pursue further education or attendance at university. Where housing is provided some distance from universities or educational institutions, resettled refugees must consider travelling long distances or delaying entry until they can move to a different part of the country.

In the Netherlands, the Foundation for Refugee Students (UAF) supports refugees to access higher education by providing advice, information and assistance with tuition fees and living expenses. UAF works with the Central Agency for the Reception of Asylum Seekers (COA) and several municipalities to identify refugees wishing to pursue university education during resettlement selection, and provide housing for them near Dutch universities. While locating housing in bigger cities where universities are has proved challenging, UAF has been successful in sourcing housing in smaller 'satellite' towns close to university cities.

Universities generally require prospective students from overseas to demonstrate their proficiency in the language of study. At a national level, different specialist language qualifications are implemented for particular professional courses, particularly those related to medicine. Integration programmes generally provide basic and intermediate language-learning only, and resettled refugees, like other refugee and migrant groups, can struggle to access the advanced or specialist language tuition they need to meet university entrance requirements.

In addition to language proficiency, recognition of former qualifications is also a central issue for a refugee's access to higher education. Many refugees will not have access to the certificates or other documents that confirm their former study and, for those that do, having qualifications recognised can be a time-consuming and challenging process. Where qualifications are not available or recognised, or are recognised at lower than equivalent level in the resettlement country, refugees may need to complete foundation or pre-university qualifications.

4.3. Health

Health and wellbeing are key components and outcomes of successful integration. In resettlement, accurate

pre-arrival information and planning are essential to enable local actors - hospitals, health services and those preparing central reception facilities and housing in municipalities - to be able to meet the health needs of resettled refugees.

Local actors may require some assistance to understand the implications of particular health needs for housing, education, social care and other aspects of local programmes. In Norway, the government contracts hospital doctors on a case-by-case basis to review pre-arrival medical information for individual refugees, and produce reports advising municipalities on how to develop local programmes in a way that meets the needs of those they will receive.

Resettlement reception programmes in Europe generally include assistance for refugees to access mainstream health services on arrival. Doctors visit centralised reception facilities in Romania and the Czech Republic directly post-arrival, and programmes in Belgium, France and the Netherlands assist refugees to obtain health insurance as part of wider integration support.

In some contexts, housing availability can mean that resettled refugees suffering torture or trauma are not placed within easy reach of appropriate specialist services. Localised specialist services have been developed in some European cities and regions to meet these needs. In 2008, for example, the Swedish county of Jamtland established a trauma and crisis centre specifically for traumatised resettled refugees.

5. Longer term integration: family reunification, permanent residency and citizenship

5.1. Family reunification

Being separated from family members can be a significant barrier to refugees' integration and wellbeing. Refugees' right to be reunited with family members is set out in the 1951 Refugee Convention[35], and UNHCR recommends that resettlement countries apply the principle of dependency - meaning economic, social and emotional dependence - when defining 'family' for the purposes of reunification.[36]

Member State provisions for family reunification for refugees in Europe are regulated at the European level by both the Charter of Fundamental

35 Recommendation B on the principle of unity of the family: 'the Conference recommends governments to take the necessary measures for the protection of the refugee s family especially with a view to (1) ensuring that the unity of the refugee s family is maintained particularly in cases where the head of the family has fulfilled the necessary conditions for admission to a particular country.' - 1951 Convention relating to the Status of Refugees

36 UNHCR 'ATCR 2008 Discussion Paper - Challenges and Opportunities in Family Reunification'

Rights, which recognises the obligation to respect family life, and the 2003 Council Directive on the right to family reunification of third country nationals, which determines the conditions under which family members from outside the EU can come to reside in EU member states.[37]

While the Directive applies a general, limiting definition of a 'nuclear' family,[38] it provides that Member States 'may' use an expanded definition in relation to family members dependent on a refugee (see Annex III). The Directive establishes that those applying for family reunification must evidence adequate accommodation and sickness insurance for themselves and their family, and a stable and regular income. Refugees can be exempt from these requirements if they submit their application for family reunion within three months after refugee status is granted.[39]

The multitude of challenges faced by resettled refugees in the period directly after their arrival can make submitting family reunification applications within the three-month exemption period challenging. Many reception and integration programmes subsequently include early provision of information on family reunification. The legal status granted to resettled refugees can restrict family reunification - those resettled to Germany for example, are not granted formal refugee status and so are unable to benefit from the three-month exemption for family reunification.

A 2008 report by the European Commission found that some Member States exceed the 2003 Directive's minimum standards, while others have failed to adequately transpose its requirements into their national law.[40] Additionally, Member States have extremely varied approaches to defining 'family' for the purposes of family reunification, as shown in the table in Annex III.

5.2. Permanent residency & citizenship

UNHCR's definition of resettlement requires that the status granted to resettled refugees 'ensures protection against *refoulement*', provides the 'resettled refugee and his/her family or dependants with access to rights similar to those enjoyed by nationals', and carries with it 'the opportunity to eventually become a naturalised citizen of the resettlement country'.[41]

37 Council Directive 2003/86/EC of 22 September 2003 on the right to family reunification
38 Ibid. Article 4.
39 Council Directive 2003/86/EC of 22 September 2003 on the right to family reunification, Article 12
40 Report from the Commission to the European Parliament and the Council of 8 October 2008 on the application of Directive 2003/86/EC on the right to family reunification
41 UNHCR Resettlement Handbook, 2011

The practices of Member States in allocating permanent residency to resettled refugees vary widely (see Annex IV). Belgium, Portugal and the UK grant permanent residency to resettled refugees on arrival and without any additional requirements. Others grant temporary residency permits that must be periodically renewed, and make acquisition of permanent residency conditional on minimum residency periods (ranging from 3 to 7 years) and a range of other requirements such as completing language and orientation courses, passing related tests and being economically self-sufficient.

Access to citizenship and nationality was originally included in the resettlement definition to protect refugees from the possibility that hosting states would withdraw their protection. Naturalisation as a citizen of the receiving country is often considered to be the end of the 'legal integration' process,[42] while social and economic integration may continue for longer periods.

In many countries both within and outside of Europe, access to citizenship is subject to a minimum period of residency. In addition, many countries have introduced language and civic knowledge tests as a pre-condition for naturalisation, including for both refugees and their family members. The majority of countries require applicants for naturalisation to pay fees for tuition, testing and issuing of new passports and associated identity documents.

While many resettled refugees have naturalised as citizens of their receiving country, for others language requirements mean that citizenship is almost impossible to obtain despite long periods of residency in the receiving country. As noted above in 3.3, resettled refugees in Denmark can struggle to attain the language proficiency necessary for a grant of permanent residence, and so remain on renewable temporary residence permits for many years.

In 2011, the EU amended existing legislation on long-term residents of third countries to include refugees and beneficiaries of subsidiary protection, who can now acquire long-term resident status after legally living in the EU for 5 years or more.[43] Long-term refugee residents for whom citizenship is not accessible after 5 years or in the longer term can now enjoy the right to free movement within the EU, and take up residency in another EU Member State as they wish.

42 UNHCR, 'A note on the integration of refugees in the European Union' , 2007

43 2011 amendment to the Council Directive 2003/109/EC of 25 November 2003 concerning the status of third-country nationals who are long-term residents

BIBLIOGRAPHY

Chapter I – RESETTLEMENT AND INTERNATIONAL PROTECTION

1951 Convention Relating to the Status of Refugees

1967 Protocol Relating to the Status of Refugees

UN General Assembly, *Statute of the Office of the United Nations High Commissioner for Refugees, 14 December 1950, A/RES/428(V)*

European Commission, Commission Staff Working Document, *General Guidelines on Operational Priorities for Humanitarian Aid in 2013, 27* November 2012

Loescher, G. & Milner, J., *Responding to protracted refugee situations. Lessons from a decade of discussion*, Forced Migration Policy Briefing, January 2011

Radio Free Asia, *UN expert visits refugee camps,* 11 February 2013

Pavanello, S., Elhawary, S. & Pantuliano, S., *Hidden and exposed: Urban refugees in Nairobi, Kenya*, HPG Working Paper, March 2010

UNHCR, *The Strategic Use of Resettlement*, June 2003

UNHCR, *Agenda for Protection*, October 2003

UNHCR Executive Committee, '*Protracted refugee situations*', 30th meeting of the Standing Committee, EC/54/SC/CRP14, 2004

UNHCR, *An Introduction to International Protection*, August 2005

UNHCR Executive Committee, *Conclusion on Protracted Refugee Situations,* No. 109 (LXI), 8 December 2009

UNHCR, *Resettlement Handbook*, 2011

UNHCR, *Global Appeal 2012-2013 – Bangladesh*, December 2011

UNHCR, *Global Trends* 2012

UNHCR, *UNHCR calls for urgent action to prevent Rohingya boat tragedies, Briefing notes*, 22 February 2013

UNHCR Projected Global Resettlement Needs 2014

Chapter II – GLOBAL RESETTLEMENT

High Commissioner's Forum, *Multilateral Framework of Understandings on Resettlement*, FORUM/2004/6, September 2004

UNHCR/IOM/39/97-FOM/44/97 of 27 May 1997 on cooperation between UNHCR and IOM

UNHCR, *Discussion Paper: Implementation of the Strategic Use of Resettlement*, September 2011

UNHCR Policy Development des Evaluation Service, *Leaving Libya. A review of UNHCR's emergency operation in Tunisia and Egypt*, 2011-2012, April 2013

Chapter III – REFUGEE SITUATIONS IN FOCUS

Amnesty International, CCME, ECRE, *Letter to the Cyprus Presidency – The Syrian refugee crisis and the role of the European Union*, October 2012

Amnesty International, *Abused and Abandoned – Refugees denied rights in Malaysia*, June 2010

Danish Refugee Council, *Living conditions for Afghan refugees in Iran are decreasing,* March 2013

European Commission, *Commission Staff Working Document, General Guidelines on Operational Priorities for Humanitarian Aid in 2013*, November 2012.

European Parliament & European Council, *Annex, Decision No 281/2012/EU of the European Parliament and of the Council of 29 March 2012 amending Decision No 573/2007/EC establishing the European Refugee Fund for the period 2008 to 2013 as part of the General programme 'Solidarity and Management of Migration Flows'*

Harper, A. *Iraq's refugees: ignored and unwanted,* in International Review of the Red Cross, Volume 90, no.869, March 2008

Human Rights Watch, World Report 2013.

Human Rights Watch, *Ad Hoc and Inadequate. Thailand's Treatment of Refugees and Asylum Seekers,* September 2012

IOM Nepal, *Resettlement of Bhutan Refugees from Nepal Passes 75,000,* December 2012

International Rescue Committee, *Syria: A Regional Crisis – The IRC Commission on Syrian Refugees,* January 2013

Jesuit Refugee Service, Kenya, *Civil society group urges government to end abuse of refugees*, January 2013

Paddon, E. & Lacaille, G. (Refugee Studies Centre), *Stabilising the Congo,* Forced Migration Policy Briefing 8, December 2011

Swedish Migration Board, *Continued Focus on the Horn of Africa in Sweden's Quota Selections for 2013*, February 2013

UNHCR, *Protection of refugees in mass influx situations: overall protection framework,* Global Consultations on International Protection 1st meeting, 19 February 2001

UNHCR, *International Conference on the Solutions Strategy for Afghan Refugees, to support Voluntary Repatriation, Sustainable Reintegration and Assistance to Host Countries*, May 2012

UNHCR & ATCR 2013 *Fact Sheet on priority situations for the strategic use of resettlement*

UNHCR, *Strategy for Enhancing the Use of Resettlement as a Protection Tool for Durable Solution for Syrian Refugees*, 2013

Chapter IV – THE RESETTLEMENT PROCESS: FROM IDENTIFICATION TO DEPARTURE

1984 Cartagena Declaration on Refugees

IOM, *IOM Resettlement Services, 2012*

MOST project, *Pre-departure Orientation for Resettled Refugees: a Guide, 2008*

Organization of African Unity, *1969 Convention Governing the Specific Aspects of Refugee Problems in Africa*

UN General Assembly, *Convention on the Rights of the Child*, 20 November 1989, United Nations, Treaty Series, vol. 1577

UNHCR, *Pre-Mission Questionnaire for Resettlement Interview Missions*

UNHCR, *Pre-Mission Checklist for Resettlement Interview Missions*

UNHCR, *Operational Guidance Note: Preparing Abridged Resettlement Registration Forms (RRFs) for Expedited Resettlement Processing*

UNHCR *Tool for Participatory Assessment in Operations*, May 2006

UNHCR, *Guidelines on Determining the Best Interests of the Child,* May 2008

UNHCR, *The Heightened Risk Identification Tool*, June 2010

UNHCR, *Baseline Standard Operating Procedures on Resettlement,* 2011

UNHCR, *Baseline Standards Checklist (annex to Baseline Standard Operating Procedures on Resettlement)*, 2011

UNHCR-IRC, *Field Handbook for the Implementation of UNHCR BID Guidelines*, 2011

Dutch Immigration and Naturalisation Service, *Video Interview Pilot*, February 2011

UNHCR *Guidance note on Emergency Transit Facilities*, 4 May 2011

Chapter V – RESETTLEMENT IN EUROPE

EASO (July 2012) *Fact finding report on intra-EU relocation activities from Malta*
Regulation of the European Parliament and of the Council establishing a European Asylum Support Office, 19 May 2010

Council of the EU, *Conclusions on the Horn of Africa*, 14 November 2011

Council of the EU, *Council Conclusions on a Common Framework for genuine and practical solidarity towards Member States facing particular pressures on their asylum systems, including through mixed migration flows,* 3151st Justice and Home Affairs Council meeting, 8 March 2012

European Council, *Presidency Conclusions*, Tampere, 15-16 October 1999

European Commission*, Communication from the Commission to the Council and the European Parliament Towards a common asylum procedure and a uniform status, valid throughout the Union, for persons granted asylum*, November 2000

European Commission, *Communication from the Commission to the Council and the European Parliament on the Managed Entry in the EU of persons in need of international protection and the enhancement of the protection capacity of the regions of origin "improving access to durable solutions"*, 4 June 2004

European Commission, *Proposal for a Decision of the European Parliament and of the Council of amending Decision No 573/2007/EC establishing the European Refugee Fund for the period 2008 to 2013 as part of the General programme 'Solidarity and Management of Migration Flows' and repealing Council Decision 2004/904/EC, COM(2009) 447 final*

European Commission, *Communication from the Commission to the Council and the European Parliament on Regional Protection Programmes*, 1 September 2005, COM(2005) 388 final

European Parliament & European Council, *Decision No 573/2007/EC of the European Parliament and of the Council of 23 May 2007 establishing the European Refugee Fund for the period 2008 to 2013 (called: ERF III) as part of the General programme "Solidarity and Management of Migration Flows" and repealing Council Decision 2004/904/EC*

European Union Council, *Council Conclusions on the reception of Iraqi refugees*, 2987th Justice and Home Affairs Council meeting, Brussels, 27-28 November 2008

European Commission, *Evaluation of Pilot Regional Protection Programmes,* 2009

European Commission, *Communication from the Commission to the European Parliament and the Council on the Establishment of a Joint EU Resettlement Programme,* September 2009

European Commission, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions *Building an open and secure Europe: the home affairs budget for 2014-2020*, 15 November 2011

European Commission, *Communication*

on enhanced intra-EU solidarity in the field of asylum – An EU agenda for better responsibility-sharing and more mutual trust, 2 December 2011

European Commission European Refugee Fund 2008-13 - Community Actions Work Programme for 2012, 2012

European Parliament and European Council, *Decision No 281/2012/EU by the Parliament and the Council on Amending Decision No 573/2007/EC Establishing the European Refugee Fund for the period 2008 to 2013*, 29 March 2012

European Commission*, Commission Staff Working Document on the Third Annual Report on Immigration and Asylum (2011) accompanying the Communication from the Commission to the European Parliament and the Council Third Annual Report on Immigration and Asylum (2011)*, 30 May 2012

European Parliament, *Resolution on enhanced intra-EU solidarity in the field of asylum*, 11 September 2012

European Commission, *Proposal for a Regulation of the European Parliament and of the Council establishing the Asylum and Migration Fund, COM(2011) 751 final,* 15 November 2011

European Parliament, *Draft mandate for inter-institutional negotiations on the proposal for a regulation of the European Parliament and of the Council establishing the Asylum and Migration Fund*, Rapporteur: Sylvie Guillaume, 12 December 2012

ICMC & IRC, 10 000 *refugees from Iraq, A Report on Joint Resettlement in the European Union*, 2010

Migration Policy Centre (February 2013) *Between Solidarity and the Priority to Protect – Where Refugee Relocation meets Refugee Resettlement*

Chapter VI – EUROPEAN RESETTLEMENT PROGRAMMES

Chapter VI is mainly based on interviews with representatives of international organisations, national governments, regional and local authorities and NGOs.

Chapter VII – BUILDING A NEW LIFE IN THE COMMUNITY: Approaches to reception and integration in Europe

Council of the European Union, Council Directive 2003/86/EC of 22 September 2003 on the right to family reunification

ECRE, *The Way Forward: Towards the Integration of Refugees in Europe*, 2005

European Commission, *European Agenda for the Integration of Non-EU Migrants*, 2011

Report from the Commission to the European Parliament and the Council of 8 October 2008 on the application of Directive 2003/86/EC on the right to family reunification

European Commission, *Common Basic Principles (CBP) for Immigrant Integration Policy in the European Union*, 2004

European Parliament & Council of the European Union, *Directive 2011/51/EU of the European Parliament and of the Council of 11 May 2011 amending Council Directive 2003/109/EC to extend its scope to beneficiaries of international protection*

ICMC and PRO ASYL, *A City Says Yes! Reflections on the experiences of the Save Me campaign to promote refugees resettlement in Germany*, 2013

ICMC, *Paving the Way: A Handbook on the Reception & Integration of Resettled Refugees,* 2011

Platts-Fowler, D. & Robinson, D., *'An Evaluation of the Gateway Protection Programme: A Report Commissioned by the UK Home Office'*, 2011

Titley, A., Carlow Rohingya Resettlement Programme – Evaluation Research Report, 2011

UNHCR *'ATCR 2012 Discussion Note - The Integration of Resettled Refugees: Essentials for Establishing a Resettlement Programme and Fundamentals for Sustainable Resettlement Programmes'*

UNHCR, *The Integration of Resettled Refugees: Essentials for Establishing a Resettlement Programme and Fundamentals for sustainable Resettlement Programmes,* 2013

UNHCR *Resettlement Handbook*, 2011

UNHCR *'ATCR 2008 Discussion Paper - Challenges and Opportunities in Family Reunification'*

UNHCR, *A note on the integration of refugees in the European Union, 2007*

Ager & Strang , *Indicators of Integration,* 2004

ANNEX I - UNHCR Resettlement Submission Categories in Focus

LEGAL AND/OR PHYSICAL PROTECTION NEEDS	
Definition	Refugees falling under this category are faced with threats which seriously jeopardize their continued stay in a country of refuge and resettlement is seen as the only means to preserve their fundamental rights and to guarantee their protection. The legal and/or physical protection needs of refugees may differ depending on personal characteristics of the individual concerned, such as their sex, age, disability, sexual orientation, gender identity, ethnicity or other characteristics.
Conditions for resettlement	**One or more** of the following conditions must be met: ■ immediate or long-term threat of refoulement to the country of origin or expulsion to another country from where the refugee may be refouled; ■ threat of arbitrary arrest, detention or imprisonment; ■ threat to physical safety or fundamental human rights in the country of refuge, rendering asylum untenable.

SURVIVORS OF VIOLENCE AND/OR TORTURE	
Definition	Refugees who have survived torture or violence may have specific needs that warrant resettlement consideration because the trauma they have endured may have a serious detrimental effect on their mental and physical well-being. The situation in the country of asylum may not be conducive for effective medical, psychological and/or support and may compound the trauma.
Conditions for resettlement	**All** 5 conditions must be met: ■ has experienced torture and/or violence either in the country of origin or the country of asylum; **and** ■ may have lingering physical or psychological effects from the torture or violence, although there may be no apparent physical signs or symptoms; **and** ■ could face further traumatization and/or heightened risk due to the conditions of asylum or repatriation; **and** ■ may require medical or psychological care, support or counselling not available in the country of asylum; **and** ■ requires resettlement to meet his/her specific needs.
Specific challenges	Survivors of violence and/or torture may not be easily identified unless they show clear signs of trauma or inform UNHCR of their experience.

MEDICAL NEEDS	
Definition	Refugees whose medical needs have been assessed by an independent clinical practitioner who has determined the medical diagnosis and prognosis for treatment. The most serious and compelling cases that can only be addressed through resettlement will fall under this category.

MEDICAL NEEDS	
Conditions for resettlement	**All** 4 of the following conditions must be met: **1. Diagnosis** ■ The health condition and/or disability is life-threatening without proper treatment; **or** ■ There is a risk of irreversible loss of functions without proper treatment; **or** ■ The particular situation/environment in the country of asylum is the reason for or significantly worsens the health condition; **2. Treatment** ■ Adequate treatment is not available or is inaccessible in the country of asylum; **and** ■ Adequate treatment cannot be ensured through temporary medical evacuation to a third country; **3. Prognosis** ■ The health condition and/or disability presents a significant obstacle to leading a normal life and puts the individual and/or dependent family member(s) at heightened risk in the country of asylum; **or** ■ The particular situation/environment in the country of asylum significantly worsens the health condition and/or disability; **and** ■ There is a favourable prognosis that treatment would significantly improve the health condition or lead to an improvement in daily functioning and quality of life; **4. Informed consent** It is the expressed wish of the individual, after having been counselled, in particular with regard to prospects for treatment of the medical condition or disability as well as the social, cultural and psychological adaptation required in a new community.
Specific challenges	■ Resettlement opportunities are limited. ■ Difficulty to promote resettlement of persons with medical needs

WOMEN AND GIRLS AT RISK	
Definition	Women or girls who have protection problems particular to their gender, and lack effective protection will fall under this category. They may be: single heads of families, unaccompanied girls or women, or together with their male (or female) family members. They may be at risk of or have suffered from a wide range of protection problems, including expulsion, refoulement and other security threats, sexual violence, physical abuse, "corrective" rape of women perceived to be lesbians, intimidation, torture, particular economic hardship or marginalization, lack of integration prospects, community hostility, and different forms of exploitation.
Conditions for resettlement	Resettlement under this category is considered when: ■ She faces precarious security or physical protection threats as a result of her gender; ■ Has specific needs arising from past persecution and/or traumatization; ■ She faces circumstances of severe hardship resulting in exposure to exploitation and abuse, rendering asylum untenable; ■ There has been a change in the social norms, customs, laws and values resulting in the suspension of or deviation from traditional protection and conflict resolution mechanisms and the lack of alternative systems of support and protection. This places the refugee woman or girl at such risk that it renders asylum untenable.

WOMEN AND GIRLS AT RISK	
Specific challenges	Women and girls are often less visible in displaced populations than men and boys and may not be able to report protection incidents, particularly if these occur in the private domain or are perpetrated by humanitarian workers.

FAMILY REUNIFICATION	
Definition	The submission of a resettlement case under this category is made to reunite refugees with a family member already in a resettlement state. In some situations, the State's direct family reunification or other humanitarian programmes will be privileged. But in other situations, family members may not meet the state's criteria, there may be very long waiting lists, or the circumstances of the family member in the resettlement country makes it unlikely that the reunification will be processed quickly. In these cases a resettlement submission may be a solution.
Conditions for resettlement	**All** 4 of the following conditions must be met: ■ At least one person within the family unit to be reunited is a refugee under the UNHCR mandate or a person of concern to UNHCR; **and** ■ The individuals to be reunited are family members under UNHCR's inclusive definition; **and** ■ The individuals are reuniting with a member of the family already in a resettlement country; **and** ■ The availability and accessibility of other family reunification or migration options has been reviewed and the submission of a resettlement case has been determined to be the most appropriate option given the resettlement needs and protection implications for the family member.
Specific challenges	■ Restricted to cases facilitating reunification of refugees in a country of asylum with a family member already in a resettlement country; ■ Dispersal of family members; ■ While UNHCR relies on the concept of dependency, states' family definition may be more restrictive.

CHILDREN AND ADOLESCENTS AT RISK	
Definition	Children at risk have legal and physical protection needs, may be survivors of violence and torture, and may be submitted for resettlement to facilitate family reunification. Girls at risk may also be submitted under the Women and Girls at Risk category.
Conditions for resettlement	A child and adolescent submitted under this category: ■ is under 18; ■ may or may not be an unaccompanied or separated child. All unaccompanied and separated children being considered for resettlement require a Best Interests Determination (BID); ■ has compelling protection needs which are not addressed in the country of asylum and resettlement has been determined to be the most appropriate solution.
Specific challenges	■ In the context of resettlement, it should be borne in mind that some countries require that every individual, including children, meet the refugee definition, whether or not the child is the principal applicant. ■ It may be difficult for an unaccompanied child to establish refugee status using the same refugee criteria and procedures applied to adults.

LACK OF FORESEEABLE ALTERNATIVE DURABLE SOLUTIONS	
Definition	This submission category focuses on refugees who do not require resettlement for immediate protection needs, but who require an end to their refugee situation – a durable solution. These refugees are unable to return home in the foreseeable future, and have no opportunity to establish themselves in their country of refuge. In many cases, these refugees are in protracted refugee situations.
Conditions for resettlement	The submission of groups of refugees under this category requires prior consultation with the Resettlement Service at UNHCR Headquarters, as well as resettlement states. An abridged Resettlement Registration Form (RRF) may be developed under the group methodology. The preconditions and the indicators relating to legal protection and durable solutions, conditions of asylum, the socio-economic situation, and the individual's psychosocial situation must be carefully considered.
Specific challenges	One of the main challenges for UNHCR is to resettle refugees who objectively are without local integration prospects in the first country of asylum while at the same time working towards expanding and strengthening the quality of asylum and the refugees' local integration prospects.

ANNEX II - THE RESETTLEMENT REGISTRATION FORM (RRF)

A Resettlement Registration Form (RRF) is submitted together with any relevant supporting documentation to a resettlement country; it is the primary tool used for presenting the resettlement needs of individual refugees and their family members.

Countries who conduct selection missions base their decisions on interviews conducted during these missions together with the RRF, while some countries such as France base their decision solely on the RRF received as a 'dossier submission.' As such, any incomplete or inaccurate information provided in this form can significantly delay the processing of a case.

The standard RRF includes the following sections:

1. **Case-related data** – includes Case, File, Reference Numbers, Submission Priority, Resettlement Submission Category, Case Size, and Cross-Referenced Cases.
2. **Individual bio-data** – includes basic information for each individual submitted as part of the same case such as: Names, Languages, Date of Birth, Specific Needs etc.
3. **Relatives of principal applicant and spouse not included in this submission** – includes the details of all close relatives and dependants of the members of the case. It is particularly important that this section is as complete and accurate as possible as it is used for retaining family unity, demonstrating linkages to family already resettled and

UNHCR
The UN Refugee Agency

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES (UNHCR) - Resettlement Registration Form

1. Case-related Data

UNHCR case number:			
Embassy file number:		HQ Reference number:	
Submission Priority:	-	Case size:	
Primary Submission Category:	-		
Secondary Submission Category:	-		
Arrival:	Country of Asylum:	Cross referenced cases:	
Registration:	Refugee Status:		
Address:			

2. Individual Bio Data

(If NOT currently living with Principal Applicant, explain under Section 7 - Additional Remarks)

Relationship to PRA

UNHCR Registration Number:							
Alias Names:		Sex:		DOB:		Est.	Age:
Marital Status:		Country of Origin:					
Citizenship:		Place and Country of Birth:					
Religion:		Name of Father:					
Ethnic Origin:		Name of Mother:					
Education:							
Occupation/Skill:							
Languages:							

3. Relatives of principal applicant and spouse not included in this submission

ALL OTHER CLOSE RELATIVES OF THE APPLICANTS in the country of origin, the country of refuge / asylum or any other country. *Note: Record at least all immediate biological and legal parents, spouses, children and siblings, including step and half relationships, of each person listed in Section 2. Where possible include any other relatives (e.g. more distant relatives residing in a country of resettlement) if the relationship is important in the context of the resettlement submission (e.g. sole surviving relative). People in a relationship of dependency to anyone listed in Section 2, but are unable to be included in the submission under Section 2, must be recorded. In the case of separated and/or unaccompanied children in Section 2, include all known family members.*

Name:		Sex:		DOB:		Est.	Age:
Relative of:							
Relationship:							
Place and Country of Birth:							
Country of Residence:		Legal Status:			Marital Status:		
Comments:							

for future family reunification.

4. **Refugee claim** – includes a detailed outline and legal analysis of the refugee claim of the Principal Applicant and of each adult dependant. Many countries also carry out eligibility determination during their missions and decision process; it is very important that this section is comprehensive and well-articulated, as many resettlement countries rely on this information to guide them during their interviews or, in the case of dossier selections, form the basis for their decision.
5. **Need for resettlement** – includes the concise details regarding the refugee's need for resettlement and why this is deemed the most appropriate (or the only) durable solution. Measures that have been taken to explore local

integration and voluntary repatriation need to be detailed in this section – this further substantiates the need for resettlement. This section also includes the reasons for the chosen resettlement submission category[1] and prioritisation level (emergency, urgent or normal).

6. **Special needs assessment** – includes any additional information about the specific needs of any member of the case that should be shared with the resettlement country. This could include physical or mental health conditions, or specific vulnerabilities related to the possible need of additional support in the country of resettlement. This information is vital as it can assist the resettlement country in ensuring that adequate support during the reception and integration process is provided. Although this information is shared with the resettlement country, the challenge is ensuring that this information is detailed and passed on to the appropriate agency in the country of resettlement.
7. **Additional remarks (if applicable)** – this could include information about particular family relationships, distant relatives in countries of resettlement, changes in marital status, custody issues, immigration applications etc., if applicable.
8. **Declaration** – this stage of the resettlement process provides an opportunity for the refugee(s) to confirm and guarantee that the information included in the RRF is accurate and complete. It can also serve as an opportunity to address any concerns and expectations that the refugee(s) may have. By signing the RRF, refugees give permission to UNHCR to share the information provided in the RRF with the resettlement country, as well as permission to the resettlement countries to share information on their specific needs (section 6), such as medical conditions, with service providers and/or local authorities.
9. **Attachments** – includes any relevant documents such as identification documents from the country of origin or country of asylum, birth certificates, marriage certificates, custody documents, etc. Best Interest Determination (BID) or Best Interest Assessments (BIA) reports as well as Medical Assessment Forms (MAF), if applicable, are mandatory.

As explained in Chapter IV, in an effort to promote and harmonise good practices to enhance expeditious resettlement processing, two global abridged templates for abridged RRFs have been developed – 1. Abridged RRF for group submission; and 2. Abridged RRF for individual submission.

1. Abridged RRFs for group submissions should include the following sections of the RRF:

1 The resettlement submission categories include the following: 1) Legal and/or physical protection needs; 2) Survivors of violence and/or torture; 3) Medical needs; 4) Women and girls at risk; 5) Family reunification; 6) Children and adolescents at risk; and 7) Lack of foreseeable alternative durable solutions.

8. DECLARATION

I/We, the undersigned, authorize UNHCR to share all information and any documents pertaining to me/us and my/our family/dependants in the context of a resettlement submission with officials of Governments other than my/our own. In this connection, I/we authorize the Government authority receiving this resettlement submission from UNHCR to share information contained in Sections 1-3 and 6-7 with an appropriate settlement service agency (either governmental or non-governmental) provided a confidentiality agreement exists between the agency and the Government authority to protect the confidentiality of that information. Furthermore, I/we authorize UNHCR to receive any information relating to a resettlement submission on my/our behalf from such Government authority. This includes, in particular, my/our agreement that the reasons for a decision relating to a resettlement submission are shared with UNHCR. All persons affirm that the information provided to UNHCR for the purpose of this submission is correct and truthful to the best of their knowledge.

Place and Date		

Place and Date		Signature of UNHCR Interviewer	
		Name:	
		Title:	

Place and Date		Signature of Interpreter (if applicable)	
		Name:	

- Section 1: Case-related data
- Section 2: Individual bio-data
- Section 3: Relatives of principal applicant and spouse not included in this submission
- Section 7: Additional remarks (if applicable)
- Section 8: Declaration
- Section 9: Attachments

Since members of the 'group' normally share common refugee claims and needs for resettlement which are detailed in the Group Profile and Proposal Document (submitted to the resettlement country), Sections 4 (Refugee claim), 5 (Need for resettlement) and 6 (Specific needs assessment) of the RRF are not required.

2. Abridged RRFs for individual submission are similar to the RRF but with the following modifications:

- Section 2: Individual bio-data – it is necessary to add information on military service and political affiliation.
- Section 3: Relatives of principal applicant and spouse not included in this submission – it is no longer necessary to add certain information such as the legal status of the relative.
- Section 4: Refugee claim – the claim should be provided in summary format along with a short legal analysis, exclusion analysis and concluding statement of eligibility for refugee status.
- Section 5: Need for resettlement – this section would be presented in a separate document referred to as summary analysis of resettlement needs, which would include the analysis of the prospects for voluntary repatriation and local integration, identifying resettlement as the most appropriate solution.

DEFINITION OF FAMILY	NUCLEAR FAMILY (MARRIED PARTNERS, UNMARRIED CHILDREN UNDER 18, PARENTS OF CHILDREN UNDER 18)	UNMARRIED PARTNERS	OTHER DEPENDANT FAMILY MEMBERS	OTHER REQUIREMENTS (INCOME, ACCOMMODATION, INTEGRATION)	USE OF DNA TEST
Belgium	✔	✔ [2]	Children over 18 suffering from mental or physical disability	No[3]	
Czech Republic	✔ [4]	✔	None	No	
Denmark	✔ [5]	✔	None	No[6]	
Finland	✔	✔ [7]	Foster children, guardian of a minor, minor siblings of an unaccompanied minor	No	✔
France	✔ [8]	✔ [9]	None	No	
Germany	✔ [10]		None	Yes	
Iceland	✔	✔ [11]	None	No	
Ireland	✔ [12]		Parents, grandparents, siblings, children or grandchildren, ward or guardian of the applicant	No[13]	
Netherlands	✔ [14]	✔ [15]	■ Children over 18 ■ Parents of a minor child with an asylum status	No[16]	✔

2 If registered
3 No during the first year following the refugee status recognition and if the family link already existed prior to the refugee's arrival in Belgium.
4 Including married children
5 Yes, but restricted to children under 15 of age and under some circumstances, extended to children aged between 15 and 18.
6 No if the spouse/partner still risks persecution in his/her country of origin. In other cases, income and integration requirements will apply.
7 If they have cohabited in a household for two years (or have a child together or other weighty reasons) and live in a marriage–like partnership.
8 Including children until 19 years old.
9 If they have the same nationality and if the partnership has been mentioned to OFPRA during the asylum procedure.
10 The spouse must be at least 18 years old. Children over 16 years old arriving independently from their parents have to fulfil integration requirements
11 If they have been together for at least 2 years.
12 Only spouse and children under 18 years of age that are not married.
13 Upon ministerial discretion.
14 No if the application is submitted within 3 months after arrival or after the date the residence permit is granted. In the case of refugees, spouses, biological children under 18 and foster children who are part of the family would be eligible for family reunification under the resettlement quota.
15 Only if dependent on the person who has been granted asylum
16 After 3 months, it is still possible to apply but not within the resettlement programme and upon fulfillment of income requirements.

DEFINITION OF FAMILY	NUCLEAR FAMILY (MARRIED PARTNERS, UNMARRIED CHILDREN UNDER 18, PARENTS OF CHILDREN UNDER 18)	UNMARRIED PARTNERS	OTHER DEPENDANT FAMILY MEMBERS	OTHER REQUIREMENTS (INCOME, ACCOMMODATION, INTEGRATION)	USE OF DNA TEST
Norway	✔	✔ [17]	■ Children over 18 if single ■ Single parents over 60 with no family in home country ■ Full siblings under 18 with no parents or care-giver in home country or country of residence and with no parents in another country ■ Other family members when strong humanitarian conditions	No[18]	
Portugal	✔ [19]	✔	■ Children over 18 ■ Adopted children of the applicant and/or his/her partner ■ Parents and parents-in-law of adult legal residents ■ Minor siblings upon legal recognition of guardianship by Portuguese authorities	No	
Romania	✔		■ Children over 18 if they are single ■ Parents and parents-in-law of adult legal residents if they lack family support in their country of origin	Yes	
Spain	✔	✔	Parents and other family members upon proof that they were already living together in the country of origin	Not available	
Sweden	✔	✔ [21]	In special circumstances, persons who have lived close together may be included.[22]	No	✔
UK	✔	✔	Other family members under exceptionally compelling and compassionate circumstances	No	

17 Only if they have been cohabitating for at least two years or are expecting a child
18 No if the application concerns the nuclear family and if it has been submitted within one year after the sponsor was resettled.
19 Including married children
20 Children over 18 who are single and attending official education are also eligible.
21 If cohabiting
22 Dependency link already existing in the country of origin must be proved.

	AFTER HOW MANY YEARS IS PERMANENT RESIDENCY GIVEN TO REFUGEES? UPON SPECIFIC REQUIREMENTS?	AFTER HOW MANY YEARS CAN THEY APPLY FOR CITIZENSHIP?	DUAL CITIZENSHIP?	INTEGRATION REQUIREMENTS?	WHAT ARE THE LANGUAGE REQUIREMENTS PRIOR TO ACCESSING CITIZENSHIP?
Belgium	Once refugee status is officially granted	5 years	Yes	Evidence of both social integration and economic participation	A2 level in one of the national languages (French, Dutch, German)
Czech Republic	Once refugee status is officially granted	5 years	Yes (since 2013)	■ Formal tests on socio-political and historical aspects of the Czech Republic ■ 'Good character' test	B1 level in Czech
Denmark	5 years. Conditions include[23]: ■ being self-sufficient ■ signing the declaration of integration ■ passing Danish language test level 1 or higher ■ holding regular full-time employment or being involved in an education programme for at least 3 of the 5 years	8 years	Yes for recognised refugees	■ Being self-sufficient ■ Proof of knowledge of the Danish society and of Danish culture and history by presenting a certificate of a special citizenship test	Passing Dansk 2 (as of June 15th, 2013)
Finland	After 4 years	4 years	Yes	No	B1 level in written and oral Finnish or Swedish.[24]
France	Once refugee status is officially granted (renewable every 10 years)	Once refugee status is officially granted	Yes	■ Demonstrating assimilation to French society ■ Signing the Charter of the rights and duties of the French citizen	B1 level of oral French
Germany	5 years. Conditions include: ■ having a'secure livelihood'; ■ knowledge of the German legal and social system by passing the final test of the orientation course + B1 level in German.	8 years of consecutive legal residence [25]	No for resettled refugees[26]	■ Being self-sufficient ■ Naturalisation test	B1 level in German

23 Refugees can be exempted after 8 years of legal residency.
24 Illiterate applicants may ask for an exception from the language skills requirements. See Chapter on Finland for more details.
25 Brought down to 6 or 7 years if the integration programme is completed successfully and relatively quickly.
26 On the contrary, refugee recognized through the domestic asylum procedure can assume dual German- country of origin citizenship.

	AFTER HOW MANY YEARS IS PERMANENT RESIDENCY GIVEN TO REFUGEES? UPON SPECIFIC REQUIREMENTS?	AFTER HOW MANY YEARS CAN THEY APPLY FOR CITIZENSHIP?	DUAL CITIZENSHIP?	INTEGRATION REQUIREMENTS?	WHAT ARE THE LANGUAGE REQUIREMENTS PRIOR TO ACCESSING CITIZENSHIP?
Iceland	4 years after completion of 250hrs of Icelandic language lessons	5 years	Yes	No	A2 level in Icelandic
Ireland	On arrival, temporary residency card to be renewed annually	3 years	Yes	No	No
Netherlands	After 5 years of residency + after passing the integration exam and when there has been no violation of public order.	5 years	Yes for recognised refugees	Naturalisation ceremony during which the person has to declare allegiance to the NL.	A2 level in Dutch.
Norway	After 3 years of residency and after the completion of the Norwegian introduction courses	7 years [27]	No	No	No[28]
Portugal	No permanent residency permit.[29]	6 years	Yes	No	A2 level in Portuguese
Romania	After 5 years[30]	4 years	No	■ Attachment to the Romanian State and people ■ Being self-sufficient	Good knowledge of the Romanian language
Spain	On arrival	5 years	Yes	No	No
Sweden	On arrival	4 or 8 years [31]	Yes	No	No
UK	On arrival. Resettled refugees receive a permanent residence card referred to as “indefinite leave to remain”.	5 years	Yes	■ Life in the UK test ■ Citizenship ceremony	ESOL entry Level 3 standard

27 7 years of residency during the past 10 years and 5 years during the last 7 years for minors
28 If one has a permanent residence permit and has completed tuition in Norwegian in order to get that permit, there is no need to provide any further document.
29 Refugees are granted a 5-year renewable residence permit upon arrival.
30 With less than 6 consecutive months of absence and less than a total of 10 months of absence
31 4 years if refugees are able to provide identity documents from their country of origin, otherwise 8 years.

COUNTRY	MANDATORY/ VOLUNTARY	LINKED TO SOCIAL BENEFITS &/OR OTHER FINANCIAL SUPPORT	FREE	DURATION/NR OF HOURS OF TUITION	IMPLEMENTED BY
Belgium	■ In Flanders: Mandatory ■ In Wallonia: Voluntary ■ In the Brussels region: Voluntary	Yes in Flanders	Yes	In Flanders: up to 600 hrs In Wallonia and Brussels: Variable	■ In Flanders & Brussels region: Houses of Dutch ■ Wallonia & Brussels region: Schools of social promotion, long-life learning education, socio-professional integration institutions
Czech Republic	Mandatory	No	Yes	12 months + long-term language tuition depending on needs/400 hrs of intensive Czech during the initial 6 months	Ministry of Interior, Municipalities, NGOs
Denmark	Mandatory	Yes	Yes	3 years[32]/up to 2,000 hrs (15-18 hrs a week)	Municipalities, NGOs (DRC, Danish Red Cross, KIT)
Finland	Mandatory	Yes		3 years/60 study units of 35 hrs each	Municipalities, employment offices, CSOs
France	Mandatory	No	Yes	Variable/Up to 400 hrs	Language learning centres
Germany	Mandatory if the local immigration office considers it necessary.	No	No	Variable/4 hrs during 5 days initially and then 600 hrs (+ additional 300 hrs free of charge if necessary)	Civil society organizations commissioned by BAMF
Iceland	Mandatory	No	Yes	Initial 6 months (long-term learning available through private lessons if necessary)/3 hrs per day, 4 days per week	Municipalities
Ireland	Mandatory	No	Yes	8-12 weeks in the reception centre followed by a 2-year programme/ depending on needs	■ Municipalities or CSO in the reception centre ■ Vocational Education Committees (VECs) in the 2-year programme
Netherlands	Voluntary[33]	No	No[34]	Maximum of 3 years/variable depending on needs	Contracting body: DUO Courses delivered by official course institutes

32 In May 2013, the government and the Enhedslisten party came to an agreement to extend the right to attend free Danish classes from 3 to 5 years but such decision has not been implemented at the time of writing.
33 However, the integration exam which is mandatory includes a language component.
34 Refugees may request a loan to attend the language courses, which they are exempted from the requirement to repay if they pass the civic integration test.

COUNTRY	MANDATORY/ VOLUNTARY	LINKED TO SOCIAL BENEFITS &/OR OTHER FINANCIAL SUPPORT	FREE	DURATION/NR OF HOURS OF TUITION	IMPLEMENTED BY
Norway	Mandatory	Yes	Yes	2 years which can be extended to 3 years/550 hrs as part of the introduction course + 2,400 hrs if necessary	Municipalities and sometimes NGOs
Portugal	Mandatory in the reception centre and then optional	No	Yes	Initial 6 months (+ long-term learning available if necessary)/150 hrs initially (+optional 150 hrs +150 hrs if deemed necessary)	CPR in the reception centres; IEFP and partners such as professional training centres and high schools are responsible for the mainstream language course
Romania	Voluntary	No	Yes	One year/4 hrs a week	GII in collaboration with the Ministry of Education, Research and Youth through school inspectorates.
Spain	Not available	Not available	N/A	2 years/depending on the individual integration programme	NGOs
Sweden	Mandatory	Yes	Yes	Variable/depending on the refugee's needs	PES
UK	Mandatory	No	Yes	Depending on the PIP	Various higher education, training and community-based institutions

Abbreviations & Acronyms:

BAMF: Federal Office for Migration and Refugees
CPR: Portuguese Refugee Council
CSO: civil society organisation
DRC: Danish Refugee Council
Hrs: hours
IEFP: Institute for Employment and Vocational Training
PES: Public Employment Service
PIP: Personal Integration Plan

la Croix
mardi 2 avril 2013

REPORTAGE Cette cité britannique fait office de ville pilote au sein d'un réseau de communes européennes qui accompagnent les personnes directement débarquées des camps de réfugiés. Partenaire du programme, Paris s'intéresse de près aux méthodes expérimentées sur ce territoire pour développer son propre modèle

A Sheffield, des réfugiés guidés dans leur nouvelle vie

SHEFFIELD (Angleterre)
De notre envoyé spécial

La mairie de Paris veut promouvoir une nouvelle voie pour accueillir des réfugiés en France. La capitale est membre, depuis peu, d'un réseau européen de villes hôtes baptisé « Share ». Elle s'intéresse en particulier au modèle de Sheffield, commune postindustrielle du nord de l'Angleterre regroupant 550 000 habitants. Le dispositif « Gateway » y propose sur une durée de douze mois un accompagnement soutenu des personnes réinstallées. En dix ans, 600 réfugiés originaires de République démocratique du Congo (RDC), du Liberia, d'Irak, de Birmanie, du Soudan ou d'Éthiopie ont été réinstallés dans la ville.

Pierre Ngunda Kabaya, réfugié de la RDC au Rwanda, est arrivé le 31 janvier 2011 avec sa femme et ses quatre enfants. Sa famille a été directement logée dans une des nombreuses maisons de briques rouges disponibles dans le parc social de la ville. *« Nous n'avions plus d'avenir. Et puis, du jour au lendemain, tout était là »*, s'exclame le père de famille, passé de l'insécurité la plus totale à un quartier tranquille. *« Au départ, c'était assez déstabilisant de vivre dans un logement équipé, avec des lits préparés, un frigo, une machine à laver, une gazinière, mais au bout d'un mois, nous avons pris nos marques »*, poursuit-il.

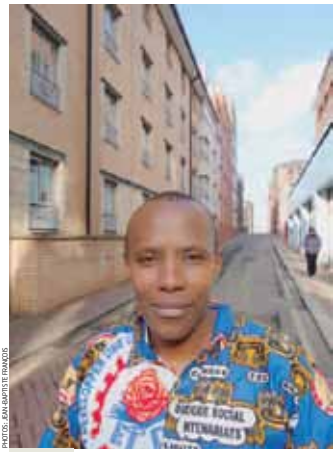
« Au départ, c'était assez déstabilisant de vivre dans un logement équipé, avec des lits préparés, un frigo, une machine à laver, une gazinière… »

Le premier mois, le comité local des réfugiés a rendu visite au ménage pratiquement tous les jours. C'est tout un apprentissage qui commence. Il s'agit d'intégrer le fonctionnement de la maison, des transports en commun, de donner accès aux services médico-sociaux et de l'emploi, de scolariser les enfants, etc. On ne peut décrocher un travail sans une bonne maîtrise de l'anglais, spécialement dans cette période de ralentissement économique. Pierre Ngunda Kabaya gagne en aisance chaque jour dans la langue de Shakespeare grâce à des cours.

Parfois, la réinstallation bouscule la cellule familiale. Dans un camp humanitaire, la vie en collectivité et l'entraide sont de mise. Il s'agit d'un monde en vase clos où l'autorité des aînés n'est pas remise en cause. Au-dehors, cependant, les aspirations individuelles, celles des jeunes notamment, ont tôt fait de s'exprimer. À 25 ans, Mugiraneza est orpheline. Dans le camp de Kibiza, au Rwanda, elle a été accueillie dans la famille de Pierre. Mais à son arrivée à Sheffield, elle a demandé à être logée séparément et s'est alors heurtée à l'incompréhension générale. *« J'avais besoin de gagner en confiance et de savoir si je pouvais m'en sortir seule »*, explique-t-elle dans un anglais déjà parfait.

L'une des grandes originalités du programme repose sur le recours aux communautés locales de réfugiés déjà réinstallés. Un groupe de 300 personnes a été constitué, avec pour mission de guider les nouveaux arrivants qui, le temps venu, aideront à leur tour les suivants. Une démarche très iconoclaste pour la France, peu rompue aux approches multiculturalistes. Cela permet toutefois un partage d'expériences entre pairs, ne serait-ce que pour se faire traduire le courrier administratif. *« Nous sommes aussi là pour faire comprendre que tous les problèmes ne sont pas réglés le jour de l'emménagement et qu'il faudra encore travailler très dur pour se faire une place »*, souligne Akoi Bazzie, un Libérien responsable de la communauté des personnes réinstallées. Arrivé il y a neuf ans, il a fait partie du tout premiers accueillis dans la ville après douze années passées en camp humanitaire. Lui est désormais travailleur social, sa femme est aide-soignante à l'hôpital.

Si la méthode britannique étonne, c'est aussi qu'elle place la communication comme condition sine qua non de réussite. En amont du lancement du programme, la mairie de Sheffield a conçu un plan de sensibilisation de la population locale aux réalités subies par les réfugiés dans leur ancienne vie. Côté médias, la ville a noué un partenariat avec la presse régionale pour s'assurer d'une *« couverture positive »* des différentes réinstallations. Des porte-parole ont été formés parmi les réinstallés pour faire la promotion



PHOTOS : JEAN-BAPTISTE FRANÇOIS

Pierre Ngunda Kabaya, arrivé le 31 janvier 2011, gagne en aisance chaque jour grâce aux cours d'anglais.

Mugiraneza, 25 ans *(ci-dessus),* a souhaité avoir son propre logement à Sheffield.

Akoi Bazzie *(ci-contre),* un Libérien arrivé il y a neuf ans, est devenu responsable de la communauté des personnes réinstallées.

REPÈRES

LA PRISE EN CHARGE DES RÉFUGIÉS

- **Le Haut-Commissariat pour les réfugiés (HCR) de l'ONU** donnait protection et assistance à 26 millions de personnes en 2011, soit 700 000 de plus qu'en 2010.
- **En 2011, 61 649 personnes** reconnues comme réfugiées par les Nations unies ont été réinstallées dans 22 pays, soit 15 % de moins que l'année précédente.
- **Parmi les bénéficiaires de la réinstallation,** figuraient des réfugiés originaires du Bhoutan (18 000), de Birmanie (18 000), d'Irak (8 700), de Somalie (4 600), de l'Érythrée (2 800), de la République démocratique du Congo (2000) et d'Iran (900). La France n'en accueille qu'une centaine par an, contre 600 pour la Grande-Bretagne, un millier pour la Norvège, 2 000 pour la Suède, près de 6 000 pour le Canada ou l'Australie, autour de 50 000 concernant les États-Unis…
- **La France enregistre 60 000 demandes d'asile par an,** arrivant en 4e position derrière les États-Unis, l'Afrique du Sud, et l'Allemagne. Mais le taux d'admission des dossiers reste autour de 25 %.

resettlement genbosætning vidarebosättning gjenbosetting uudelleensijoittamista réinstallation reassentamiento
hervestiging umsiedlung reinstalação reinsediamento znovuosídlení преселение relocare búferlaflutningum
ümberasustamine áttelepítés przesiedlenia uchodźców presídlovania preselitev persikelimo pārceļšanās

This publication is written by ICMC under the framework of the joint IOM, UNHCR and ICMC project 'Linking in EU resettlement – Linking the resettlement phases and connecting (local) resettlement practitioners'. The project is co-funded by the European Refugee Fund 2010 (Community Actions) of the European Commission. The views expressed and information provided in this publication do not necessarily reflect the views of the EC, and are the sole responsibility of ICMC Europe.

EUROPEAN RESETTLEMENT NETWORK

UNHCR The UN Refugee Agency

IOM • OIM

ICMC International Catholic Migration Commission Europe

International Catholic Migration Commission (ICMC) Europe
Rue Washington 40, 1050 Brussels, Belgium
TEL. +32 (0)2 227 97 29, FAX +32 (0)2 648 63 69