



## COVERSHEET

<b>Minister</b>	Hon Iain Lees-Galloway	<b>Portfolio</b>	Immigration
<b>Title of Cabinet paper</b>	Three year Refugee Quota Programme 2019/20 to 2021/22	<b>Date to be published</b>	6 November 2019

### List of documents that have been proactively released

<b>Date</b>	<b>Title</b>	<b>Author</b>
16 September 2019	Cabinet paper: Three year Refugee Quota Programme 2019/20 to 2021/22'	Office of Hon Iain Lees-Galloway
16 September 2019	Cabinet minute: Three year Refugee Quota Programme 2019/20 to 2021/22'	Secretary of the Cabinet

### Information redacted

**YES**

Any information redacted in this document is redacted in accordance with MBIE's policy on Proactive Release and is labelled with the reason for redaction. This may include information that would be redacted if this information was requested under Official Information Act 1982. Where this is the case, the reasons for withholding information are listed below. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

Privacy of natural persons  
Constitutional conventions

In Confidence

Office of the Minister of Immigration

Chair, Cabinet Economic Development Committee

## **Three year Refugee Quota Programme (2019/20 to 2021/22)**

### **Proposal**

1. This paper seeks decisions on the international regional allocation and subcategories for the next three years (2019/20 to 2021/22, years ending June) of the Refugee Quota Programme. I present four options for the family link requirement and international regional allocation; and I propose that the size of some subcategories increase from July 2020.

### **Executive Summary**

2. Well-managed immigration is essential to our economic and social success as a country. A summary of current progress in the Immigration Portfolio is attached at Annex One.
3. New Zealand's Refugee Quota Programme fulfils international humanitarian objectives and supports the United Nations High Commissioner for Refugees (UNHCR) and the international community. It also brings benefits for New Zealand as a whole. Refugee resettlement provides an opportunity for Government to work with local communities towards a common goal, building social cohesion and contributing to economic growth. Refugee populations also provide social and economic benefits to New Zealand.
4. New Zealand's Refugee Quota Programme is agreed in three year cycles. The previous cycle expired in June 2019. Cabinet decisions are required on the international regional allocation and related operational issues, and the size of subcategories within the Refugee Quota Programme for the next three years (2019/20 to 2021/22).
5. The Refugee Quota Programme remains at 1000 places (+/- ten per cent) for the first year of the programme (2019/20), and will increase to 1500 places (+/- ten per cent) for each of the remaining two years of the programme (2020/21 and 2021/22).
6. Global refugee resettlement need remains high, with the majority of refugees in the Middle East and Africa regions. The international regional allocation of the Refugee Quota Programme is currently focussed on the Asia-Pacific region, with 50 per cent allocated to the Asia-Pacific region, 22 per cent allocated to the Americas region, and 14 per cent each allocated to the Middle East and Africa regions. The current 'family link' requirement, whereby refugees whose region of asylum is the Middle East or Africa are required to already have a family member in New Zealand to be

eligible for resettlement, limits New Zealand's ability to resettle refugees from those regions.

7. I present four options for the family link requirement and international regional allocation. The first is to retain the family link policy, and to enable this, decrease the regional allocation to the Middle East and Africa regions to five per cent each, as no more than five per cent can be resettled if the policy remains in place. This represents a focus on the Asia-Pacific region as New Zealand's area of interest. The second, third and fourth options reflect choices about whether and how far we wish to move from this Asia-Pacific focus to increase allocation to the Middle East and Africa regions where there is the greatest need.
8. These options are presented below:

Option	Status of family link requirement	International regional allocation (%)				Notes
		Asia-Pacific	Americas	Middle East	Africa	
Current settings	In place	50	22	14	14	Currently, the regional allocation to Middle East and Africa regions cannot be met due to the family link requirement
1	Retained	70	20	5	5	Reflects the status quo, but with regional allocation adjusted to be viable given the retention of the family link requirement
2	Modified so that it does not apply to women at risk, those with medical conditions/ disabilities, or family groups	40	20	20	20	Reduces the constraints of the family link requirement, and slightly increases the proportion allocated to Middle East and Africa regions
3 (preferred by the Minister of Immigration)	Removed	40	20	20	20	Removes the family link requirement, with the same allocation as option 2.
4	Removed	30	10	35	25	Reflects UNHCR recommendations and global need

9. I recommend the third option, as I consider it appropriately reflects both the recommendations of the UNHCR and New Zealand's responsibilities to the Asia-Pacific region.

10. There is some flexibility for Cabinet to agree to different percentages for the international regional allocation; however if the family link requirement is retained then no more than five per cent may be allocated to the Middle East and Africa regions.
11. From July 2020, when the number of places within the annual Refugee Quota Programme increases from 1000 to 1500, I propose that:
  - 11.1. the number of places set aside for response to large-scale refugee crisis situations increase from 100 to 200 per year (+/- ten per cent)<sup>1</sup>
  - 11.2. the subcategory for women at risk increases from a minimum of 75 to a minimum of 150 places per year<sup>2</sup>
  - 11.3. the subcategory for refugees with medical conditions and disabilities remains at up to 75 places per year (including up to 20 places for refugees with HIV/AIDS)
  - 11.4. the subcategory for urgent and emergency resettlement remains at up to 35 places per year.
12. New Zealand sets aside 150 places annually within the annual Refugee Quota Programme for resettlement of refugees who have been subject to Australia's offshore asylum processing legislation. If Australia declines to use the places in a given year, Cabinet reallocates the places to UNHCR-referred refugees. To streamline this process, I propose that Cabinet make an in-principle decision that should Australia not require the places in a given year, they will be reallocated by default to UNHCR-referred refugees according to the Cabinet-agreed international regional allocation. I recommend that the number of places set aside for this offer remains unchanged.

## **Background**

13. New Zealand works with the UNHCR and the international community to find durable protection solutions for refugees. New Zealand's Refugee Quota Programme is a demonstration of this commitment. For 2018/19, the number of places within New Zealand's annual refugee quota has been 1000 places (+/- 10 per cent). From July 2020 this will increase to 1500 places per year [SWC-18-MIN-0131].
14. The Refugee Quota Programme is comprised of refugees who have been mandated and referred by the UNHCR. The UNHCR refers refugees for resettlement according to internationally accepted guidelines that take account of physical and legal protection needs, as well as family reunification.

1 The Minister of Immigration and the Minister of Foreign Affairs jointly allocate these places to respond to a particular crisis or crises each year. These places are not subject to the international regional allocation.

2 The women-at-risk subcategory enables women who are eligible for the category to be resettled alone or with their children and other family members.



15. All UNHCR-referred cases considered for resettlement in New Zealand under the Refugee Quota Programme are subject to a further full assessment and screening undertaken as part of the Immigration New Zealand (INZ) decision-making process.
16. The Refugee Quota Programme is one stream within a broader refugee and humanitarian programme. Annex Two contains more information on New Zealand's refugee and humanitarian programmes, including the assessment and screening processes and reception programme for the Refugee Quota Programme.

**Cabinet decisions on the current three year Refugee Quota Programme are now required**

17. In 2010, the Cabinet Committee on Domestic and Security Coordination (DES) agreed to the introduction of a rolling three year Refugee Quota Programme [DES Min (10) 2/3]. In 2016, the Cabinet Economic Growth and Infrastructure Committee agreed the previous three year programme, which concluded on 30 June 2019 [EGI-16-MIN-0127].
18. Cabinet decisions on the Refugee Quota Programme for the next three years (2019/20 to 2021/22) are required. Decisions are needed on the international regional allocation and related operational issues, and the size of subcategories within the Refugee Quota Programme.
19. INZ has begun selection missions and settlement for the 2019/20 year. Selections have been consistent with the settings of the previous cycle of the Refugee Quota Programme and will allow for any of the options contained in this paper to be achieved over the three year period.

**The current composition of the Refugee Quota Programme considers humanitarian need and international responsibility sharing**

20. The international regional allocation of the Refugee Quota Programme is currently 50 per cent to the Asia-Pacific region, 22 per cent to the Americas region, and 14 per cent each to the Middle East and Africa regions. This allocation refers to the region of a refugee's asylum, rather than their region of nationality. For example, resettlement of a Syrian refugee from an Indonesian refugee camp would be considered part of the Asia-Pacific regional allocation. The allocation does not include the 100 places set aside for response to large-scale refugee crisis situations, or the 150 places offered to Australia.
21. Refugees whose region of asylum is the Middle East or Africa region are currently required to meet the family link requirement.<sup>3</sup> This means they must already have a family member in New Zealand to be eligible for resettlement. This requirement was introduced in 2010 as part of a partial refocussing of the Refugee Quota Programme to the Asia-Pacific region to maintain an avenue for family reunification for refugees from the Middle East and Africa regions [DES Min (10) 2-3]. The requirement has limited the number of refugees that have been able to be resettled from these regions. As a result, since the requirement was introduced the Refugee Quota

<sup>3</sup> The family link requirement does not apply to the 100 large-scale refugee crisis situation places, the 150 places set aside for Australia, or the urgent resettlement subcategory.

Programme has been more weighted towards the Asia-Pacific and Americas regions than intended, as shown below:

**Table One: Current regional allocation of the Refugee Quota Programme<sup>4</sup>**

Region (of asylum)	Cabinet-agreed allocation (%)	2015/16 arrivals (%)	2016/17 arrivals (%)	2017/18 arrivals (%)
Asia-Pacific	50	71.5	69.4	59.3
Americas	22	20.2	29.2	34.1
Middle East	14	7.4	0.2	1.2
Africa	14	0.9	1.2	5.3

22. The Refugee Quota Programme currently includes a number of subcategories and places set aside for particular reasons:
- 22.1. 100 places (+/- ten per cent) allocated annually by the Minister of Immigration and the Minister of Foreign Affairs to respond to large-scale refugee crisis situations
  - 22.2. 150 places (+/- ten per cent) set aside annually for refugees who have been subject to Australia's offshore asylum processing legislation, which are reallocated to UNHCR-referred refugees if not required by Australia in a given year
  - 22.3. at least 75 places in a subcategory for women at risk
  - 22.4. up to 75 places in a subcategory for refugees with medical conditions or disabilities, including up to 20 places for refugees with HIV/AIDS
  - 22.5. up to 35 places for refugees who need urgent resettlement
  - 22.6. all remaining places in a general protection subcategory, which includes the immediate family members of quota refugees who have already been resettled in New Zealand, and other refugees that the UNHCR deems to be most in need of resettlement.
23. The international regional allocation of the Refugee Quota Programme has not changed significantly since 2010, when it was refocussed to resettling refugees from the Asia-Pacific region. The number of places that are set aside for large-scale refugee crisis situations has ranged from 50 to 100 over the past ten years, and the offer to Australia of up to 150 places annually took effect in 2014.

**Global refugee resettlement need is concentrated in the Africa and Middle East regions, and the family link requirement limits New Zealand's ability to respond**

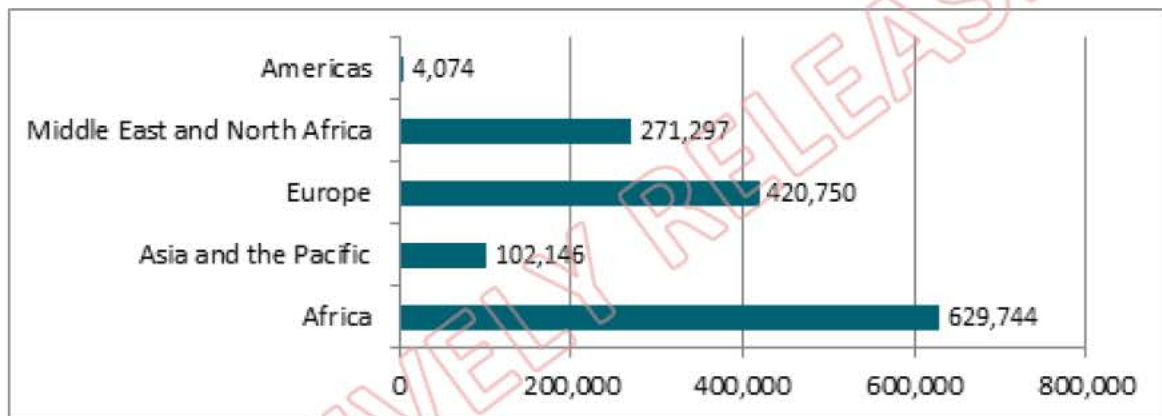
24. Global refugee resettlement need remains high, and is concentrated in the Africa and Middle East regions. The UNHCR estimates that 1.4 million refugees are in need of resettlement in 2019. The number of refugees in Africa in need of resettlement

<sup>4</sup> This table excludes the 100 large-scale refugee crisis situation places and the 150 places that were reallocated after being set aside for Australia, as the international regional allocations do not apply to either of these two subcategories.



increased by 23 per cent from the 2018 estimate due to high numbers of refugees in protracted situations such as Congolese, Somalis and Eritreans, and continued instability and violence in South Sudan. Syrian refugees are, for the third year in a row, the single population with the highest global resettlement need, comprising 43 per cent of the total number of refugees in need of resettlement globally. In the Asia-Pacific and Americas regions, durable protection solutions are being developed such as voluntary repatriation and local integration, although resettlement options for refugees in those regions remains important. The current international regional allocation of the Refugee Quota Programme does not reflect the regions with highest resettlement need.

**Table Two: Projected number of refugees in need of resettlement for 2019**



25. In responding to these regions of high resettlement need, New Zealand also has a role to play in leadership and responsibility-sharing in the Asia-Pacific region, and should therefore continue to offer assistance to refugee-hosting countries in the Asia-Pacific region through resettlement of refugees via the Refugee Quota Programme.
26. The family link requirement for refugees whose region of asylum is the Middle East or Africa requires refugees to already have a family member in New Zealand to be eligible for resettlement. This policy restricts the ability of New Zealand to resettle otherwise eligible people from these two regions, which both have high resettlement needs. As a result, the existing allocation from these regions has not been met since the introduction of this requirement. Removal of the family link requirement is necessary for New Zealand to have a regional allocation of more than five per cent for these two regions, which would be approximately 200 individuals from each region over the next three year period (50 individuals in the first year, and 75 in each year following the quota increase).
27. The New Zealand Security Intelligence Service (NZSIS) has confirmed that it does not hold security concerns on this removal or modification of the family link requirement. In addition, all UNHCR-referred cases considered for resettlement in New Zealand under the Refugee Quota Programme are subject to a comprehensive on- and off-shore assessment and screening, including interview, biometric and health checks, immigration risk assessment, and security checks carried out by INZ, the NZSIS, and the Migration Five.<sup>5</sup>

<sup>5</sup> The Migration Five is a collaboration on migration security between New Zealand, Australia, Canada, the United States and the United Kingdom.

## **I present four options for the family link requirement and international regional allocation**

28. The first option is to keep the family link policy in place. This represents a focus on the Asia-Pacific region as New Zealand's area of interest. To make this option viable, the regional allocation to the Middle East and Africa must be reduced to no more than five per cent each. The international regional allocation would be 70 per cent to the Asia-Pacific region and 20 per cent to the Americas region. The Ministry of Foreign Affairs and Trade (MFAT) considers that this option presents foreign policy and reputational risks to New Zealand.
29. The second option is to modify the family link requirement so that it does not apply to refugees who are referred by the UNHCR under the women-at-risk subcategory, the 'medical/disabled' subcategory, or who are members of a family group. This modification will enable New Zealand to meet a slightly increased international regional allocation to the Middle East and Africa regions. The international regional allocation would be 40 per cent to the Asia-Pacific region, and 20 per cent each to the other three regions.
30. The third option is to remove the family link requirement and slightly increase the international regional allocation to the Middle East and Africa regions. The international regional allocation would also be 40 per cent to the Asia-Pacific region, and 20 per cent to the other three regions. This is my preferred option as I consider it appropriately reflects both UNHCR recommendations and New Zealand's responsibilities to the Asia-Pacific region.
31. The fourth option is to remove the family link requirement and markedly increase resettlement from the Africa and Middle East regions. The international regional allocation would be 30 per cent to the Asia-Pacific region, 10 per cent to the Americas region, 35 per cent to the Middle East region and 25 per cent to the Africa region. This option reflects UNHCR recommendations and responds to global priority resettlement needs. MBIE considers that this option best reflects the humanitarian intent of the Refugee Quota Programme.
32. These options are presented on the following page:

### ***Table Three: Options for the family link policy and the international regional allocation***



Option	Status of family link requirement	International regional allocation (%)				Notes
		Asia-Pacific	Americas	Middle East	Africa	
Current settings	In place	50	22	14	14	Currently, the regional allocation to Middle East and Africa regions cannot be met due to the family link requirement
1	Retained	70	20	5	5	Reflects the status quo, but with regional allocation adjusted to be viable given the retention of the family link requirement
2	Modified so that it does not apply to women at risk, those with medical conditions/ disabilities, or family groups	40	20	20	20	Reduces the constraints of the family link requirement, and slightly increases the proportion allocated to Middle East and Africa regions
3 (preferred by the Minister of Immigration)	Removed	40	20	20	20	Removes the family link requirement, with the same allocation as option 2
4	Removed	30	10	35	25	Reflects UNHCR recommendations and global need

33. There is some flexibility for Cabinet to agree to different percentages for the international regional allocation; however if the family link requirement is retained then no more than five per cent may be allocated to the Middle East and Africa regions.

**I propose changes to the subcategories within the Refugee Quota Programme to reflect the increase in the total number of places from 2020**

34. Regardless of the international regional allocation that is selected, I propose increases to some of the subcategories within the Refugee Quota Programme from July 2020, when the total number of places increases to 1500, as shown on the following page:



**Table Four: Proposed subcategories of the Refugee Quota Programme**

Subcategories for UNHCR-referred refugees	Number of places per year		
	2018/19 (current)	2019/20 (proposed)	2020/21 and 2021/22 (proposed)
Places for large-scale refugee crisis situations	100 (+/- 10%)	100 (+/- 10%)	200 (+/- 10%)
Places offered to Australia	150	150	150
Women at risk	At least 75	At least 75	At least 150
Medical conditions and disabilities	Up to 75	Up to 75	Up to 75
(of which have HIV/AIDS)	Up to 20	Up to 20	Up to 20
Urgent resettlement	Up to 35	Up to 35	Up to 35
General protection, including up to 300 places for family reunification	Remainder	Remainder	Remainder
<b>Total</b>	<b>1000</b>	<b>1000</b>	<b>1500</b>

35. I propose increasing the number of places set aside to respond to large-scale refugee crisis situations from 100 to 200 places per year. An increase in these places will allow New Zealand to respond more flexibly as refugee crisis situations arise.
36. I propose increasing the number of places in the subcategory for women at risk from at least 75 to at least 150 places each year. The women-at-risk subcategory includes women who are particularly vulnerable, such as those who are unaccompanied, pregnant, heads of households, disabled or elderly. These women are generally in need of additional protection from, for example, abduction, sexual abuse or sexual exploitation. An increase in these places would allow New Zealand to demonstrate its commitment to supporting the most vulnerable refugees and aligns well with the humanitarian intent of the Refugee Quota Programme. Selection and settlement of women at risk does not generally incur greater costs or challenges than settlement of other refugees.
37. I propose maintaining the size of the subcategory for refugees with medical conditions or disabilities at up to 75 places per year, including up to 20 places for refugees with HIV/AIDS; and maintaining the subcategory for urgent and emergency resettlement of refugees at up to 35 places per year. These numbers have proven sufficient in recent years. New Zealand will continue working with the UNHCR to ensure that the processes for referral, assessment and selection support New Zealand to maximise use of these places.

**I propose maintaining the 150 places on offer to Australia, and that Cabinet agree in principle to the reallocation of places set aside for Australia**

38. In 2013, New Zealand agreed to offer 150 places in the Refugee Quota Programme annually to Australia for resettlement of refugees who have been subject to Australia's offshore asylum processing legislation, including those who have been detained in Nauru and Papua New Guinea.

39. If the places are not required by Australia in a given year, Cabinet reallocates the places to UNHCR-referred refugees. Australia has not yet taken up the offer, and Cabinet has reallocated the places each year, to resettle refugees from the Middle East region (2015/16, 2018/19) and from the Asia-Pacific region (2014/15, 2016/17, and 2017/18, 2018/19). This reallocation is a fairly technical decision about a small number of our refugee quota that I do not consider justifies Cabinet-level consideration.
40. To streamline the process, I propose that Cabinet agree in principle that if Australia does not require the 150 places set aside in a given year, the places are reallocated according to the Cabinet-agreed international regional allocation. Once notified by Australia of a decision on the places, officials will notify the Ministers of Immigration and Foreign Affairs of the intent to reallocate the places according to Cabinet's decisions. This reallocation would proceed unless Ministers wished to take an alternate allocation proposal back to Cabinet.
41. The validity of the offer would be unchanged by an in-principle decision on reallocation. It would not prevent Australia from accepting the offer, or prevent New Zealand from resettling refugees who have been subject to Australia's offshore asylum processing legislation. Officials would continue to discuss the offer with Australian officials each year.

**Agencies may conduct further work on the viability of resettling unaccompanied refugee minors**

42. The UNHCR and some non-government organisations have suggested that New Zealand consider resettling unaccompanied refugee minors (i.e. "a refugee under the age of eighteen who is separated from both parents and not being cared for by an adult who by law or custom has the responsibility to do so"). One way in which this could be done is through the establishment of a subcategory within the Refugee Quota Programme. Currently, New Zealand does not resettle refugees who are unaccompanied minors.
43. Refugees who are unaccompanied minors can be particularly vulnerable, and their resettlement opportunities can be limited. Unaccompanied minors also have particularly high needs which can be challenging for refugee hosting countries, and the provision for resettlement places could be a way to show support for those countries.
44. Resettlement of unaccompanied minors would require careful consideration of international and domestic law, the degree of UNHCR involvement, and immigration processes. Additionally, resettlement of unaccompanied refugee minors would require far greater Government support, which is likely to require investment in the development of specialist services and resources. Oranga Tamariki-Ministry for Children would need to make an assessment on the investment required across the system to ensure settlement of this group would be successful.
45. Oranga-Tamariki-Ministry for Children and MBIE may conduct further policy work on the viability of establishing a subcategory for unaccompanied refugee minors in the Refugee Quota Programme within the next three years.



## **Consultation**

46. MBIE consulted MFAT, the Department of Internal Affairs (Office of Ethnic Communities), the Department of the Prime Minister and Cabinet, the Treasury, the Ministry of Housing and Urban Development, the Ministry of Social Development, Oranga Tamariki-Ministry for Children, the Ministry of Education, and the Ministry of Health on the proposals in this paper.
47. MBIE and MFAT consider that removal of the family link requirement is most consistent with the humanitarian objectives of the Refugee Quota Programme and will have a positive impact on New Zealand's foreign policy and reputation.
48. MFAT considers the retention of the family link requirement coupled with a decrease in the international regional allocation for the Middle East and Africa regions presents foreign policy and reputational risks for New Zealand. It considers there is a risk that New Zealand could be perceived as less welcoming of refugees from the Middle East and Africa regions, which would be inconsistent with New Zealand's response to the Christchurch mosques terror attack and recent international political commitments New Zealand has made with respect to refugees and international responsibility-sharing.
49. All agencies expressed their support for the recommendations regarding the changes to the subcategories. The Ministry of Housing and Urban Development noted that the change to the international regional allocation may result in a change to the relative household sizes of refugees. This may affect demand for different types of public housing. The Ministry of Education noted that while Cabinet agreed additional funding to support the increased Refugee Quota Programme, refugees arriving under the women at risk and large-scale refugee crisis situations subcategories may seek greater access to parenting and mental health support in schools than other refugees.

## **Financial Implications**

50. The proposals in this paper do not have any financial implications as the costs for the Refugee Quota Programme are already accounted for in fiscal forecasts.

## **Legislative Implications**

51. The proposals in this paper do not have any legislative or regulatory implications.

## **Human Rights**

52. The proposal is consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

## **Publicity**

53. Officials will work with my office to develop a communications strategy.

## Proactive Release

54. MBIE will proactively release this Cabinet paper on its website within 30 business days of a decision being made by Cabinet. Proactive release will be subject to redaction as appropriate under the Official Information Act 1982 and MBIE's proactive release criteria.

## Recommendations

55. The Minister of Immigration recommends that the Committee:
  1. Note that Cabinet decisions on the current three year Refugee Quota Programme (2019/20 to 2021/22) are required;
  2. Agree to one of the following four options for the family link requirement and the international regional allocation (not including the places set aside for Australia, the places set aside for large-scale refugee crisis situations, and the subcategory for urgent/emergency resettlement):
    - a. retain the family link requirement, and set the international regional allocation at 70 per cent to the Asia-Pacific region, 20 per cent to the Americas region, five per cent to the Middle East region and five per cent to the Africa region; or
    - b. modify the family link requirement so that it does not apply to refugees who are referred by the UNHCR under the 'women at risk' subcategory, the 'medical conditions' subcategory, or who are members of a family group, and set the international regional allocation at 40 per cent to the Asia-Pacific region, 20 per cent to the Americas region, 20 per cent to the Middle East region and 20 per cent to the Africa region; or
    - c. (*Minister of Immigration's preferred option*) remove the family link requirement and set the international regional allocation at 40 per cent to the Asia-Pacific region, 20 per cent to the Americas region, 20 per cent to the Middle East region and 20 per cent to the Africa region; or
    - d. remove the family link requirement and set the international regional allocation at 30 per cent to the Asia-Pacific region, 10 per cent to the Americas region, 35 per cent to the Middle East region and 25 per cent to the Africa region.
  3. Agree to increase the subcategory for women at risk, and the places set aside for response to large-scale refugee crisis situations from July 2020, and maintain the other-subcategories as follows overpage:

Subcategories for UNHCR-referred refugees	Number of places per year		
	2018/19 (current)	2019/20 (proposed)	2020/21 and 2021/22 (proposed)
Places for large-scale refugee crisis situations	100 (+/- 10%)	100 (+/- 10%)	200 (+/- 10%)
Places offered to Australia	150	150	150
Women at risk	At least 75	At least 75	At least 150
Medical conditions and disabilities	Up to 75	Up to 75	Up to 75
(of which have HIV/AIDS)	Up to 20	Up to 20	Up to 20
Urgent resettlement	Up to 35	Up to 35	Up to 35
General protection, including places for family reunification	Remainder	Remainder	Remainder
<b>Total</b>	<b>1000</b>	<b>1000</b>	<b>1500</b>

4. Agree that if Australia does not require the 150 places set aside in a given year for resettlement of refugees subject to its offshore asylum processing legislation, then those places will be automatically reallocated to UNHCR-referred refugees in accordance with the international regional allocation after notification of the Minister of Immigration and Minister of Foreign Affairs, unless officials are instructed otherwise.

Authorised for lodgement

Hon Iain Lees-Galloway

Minister of Immigration



## Annex One: Summary of 2019 Progress in the Immigration Portfolio

The overview covers the policy programme in Immigration. It does not include important operational changes such as increased compliance enforcement capacity received through Budget and work on improving visa processing times

The Government's vision is to improve the wellbeing and living standards of New Zealanders, including through productive, sustainable and inclusive economic growth.  
The immigration system supports this vision by...

	Improving New Zealand's labour market outcomes including by filling skill and labour shortages and raising overall skill levels		Encouraging investment and supporting innovation and exports		Supporting foreign relations objectives and New Zealand's international and humanitarian commitments		Supporting social inclusion, including through family reunification		Protecting the security of New Zealanders and the border	
Priorities	Labour market and economy			Migrant exploitation	International	Refugee & Humanitarian		System		
System changes	New Zealand Residence Programme	Parent Category	Entrepreneur and business investment	Employer-accredited temp work and regional planning	Migrant worker exploitation	Pacific policy	Refugee Quota Programme	Family and community refugee sponsorship	Border processing	Border Security
Achieved to date	Agreed objectives for targeted visa decisions	Proposals developed for consultation	Initial policy work on fitness for purpose	Completed consultation on policy proposals	Launched review and independent research completed	Agreed review objectives (support development, need NZ's needs)	Increased quota to 1500 annually from July 2020	Process evaluation of community sponsorship pilot	Introduced ETA and removed departure cards	Successful Budget 2018 bid
Upcoming decisions	Constitutional conventions	Decision on future of the category and eligibility and entitlement settings.	Constitutional conventions	Agree to policy changes including: sector agreement parameters, gateway settings, regional planning settings.	Consult on proposals to prevent exploitation, protect migrants and enforce obligations.	Agree to focus scope of the review. Likely focus on RSE, labour mobility, PAC/SQ outcomes.	Agree changes to international allocations and sub-categories.	Constitutional conventions	Completed	Response to any Royal Commission findings. Strengthen settings to better managing maritime mass arrivals.
Expected impacts		Unknown - impacts will depend on the decisions made by Cabinet.		Changes are likely to tighten the settings, making it more difficult to employ low skilled migrants where New Zealanders are available. Visas :↓	All people can be in safe and fulfilling work, and all businesses can operate with confidence on a level playing field.	Unknown – no specific changes are proposed at this stage. In the longer term impacts will depend on the decisions made by Cabinet.	Increase in number of permanent residence visas granted (by 500 annually) from July 2020. Visas: ↑		No expected changes to visa approval numbers. Will facilitate border processes and improve security. Visas: ↔	Unknown impacts
Timing		Cabinet Aug 2019		Cabinet Aug 2019	Cabinet Sept 2019	Constitutional conventions	Cabinet Aug 2019		Completed ✓	TBD

## **Annex Two: New Zealand's Refugee and Humanitarian programmes**

The Refugee Quota Programme operates in three year cycles. The previous cycle was 2016/17 to 2018/19. For the first two years of the cycle, the Refugee Quota Programme was 750 places per year, with an additional 250 places for Syrian refugees as part of New Zealand's emergency response. For the 2018/19 year, the Refugee Quota Programme increased to 1000 places and the Syrian emergency response concluded. The Refugee Quota Programme will increase to 1500 places per year from July 2020.

The annual quota includes 150 places set aside subject to Australia's offshore processing legislation, and 100 places set aside for large-scale refugee crisis situations. The remainder of the places are allocated to refugees according to set percentages for each region of refugees' asylum. The previous programme agreed by Cabinet in 2016 allocates 50 per cent of places to the Asia-Pacific region, 22 per cent to the Americas region, and 14 per cent each to the Middle East and Africa regions [CAB 16 Min 0271].

The Refugee Quota Programme is one part of New Zealand's broader refugee and humanitarian programmes, which also include 300 places each year for family reunification (Refugee Family Support Category) and approximately 150 to 200 successful asylum claimants (Convention refugees) whose asylum claims are decided on a case-by-case basis upon their independent arrival in New Zealand. In 2017/18 New Zealand resettled a pilot intake of 24 refugees under the new Community Organisation Refugee Sponsorship category.

### **Selection processes**

Refugees considered for resettlement through the Refugee Quota Programme are submitted to New Zealand by the UNHCR according to prescribed resettlement guidelines. All UNHCR-referred refugee cases considered for resettlement in New Zealand under the refugee quota are subject to a further full assessment and screening undertaken as part of the Immigration New Zealand (INZ) decision-making process, which includes:

- An offshore interview with an INZ official that ensures that the person is not a security risk or character of concern to New Zealand, and that settlement in New Zealand is the right option for them
- An offshore interview explaining what New Zealand is like to live in, outlining New Zealand's democratic society and tolerant attitudes
- An immigration risk assessment by the INZ Risk Assessment Team which assesses reputational risk to New Zealand
- A security check by the New Zealand Security Intelligence Service
- A biometric check by the Migration Five (a collaboration on migration security between New Zealand, Australia, Canada, the United States and the United Kingdom), and
- An immigration health assessment.

Cases that do not meet the Government's agreed Refugee Quota Programme, New Zealand's relevant immigration policies, security, Migration Five checks and risk assessment are declined.

### **Reception and settlement processes for successful outcomes**

Prior to arriving in New Zealand, Immigration New Zealand provides all refugees resettled under the Refugee Quota Programme with information on New Zealand law, employment, housing, health services, education, daily living, immigration, citizenship and English language education.



Immigration New Zealand also provides regional factsheets on the city or town in which each refugee family is likely to be settled.

Upon arrival, quota refugees participate in a six week reception programme at Māngere Refugee Resettlement Centre (MRRC). The programme supports the outcomes in the New Zealand Refugee Resettlement Strategy and has been developed with input from a variety of agencies, including the Ministries of Health, Social Development and Education, and the Police. The programme builds on the information provided to refugees prior to their arrival in New Zealand, and includes sessions on Taha Māori (Māori perspectives), living in a multicultural society, New Zealand Police and the law, moving into the community, education, health (including parenting and healthy families), and English language learning. Children participate in schooling at the refugee resettlement centre to prepare them to enter New Zealand's education system once they leave MRRC.

The Government contracts the provision of settlement support for quota refugees during their first year in the community, including coordinating a community orientation programme and linking quota refugees to the services they need to support their settlement.

**Table A.1: Overview of the 2016/17 – 2018/19 Refugee Quota Programme**

Regions of Country of Asylum	% of regional allocation in RQP	2016/17 Refugee Quota		2017/18 Refugee Quota		2018/19 Refugee Quota	
		Actual no. refugees resettled	% of refugees resettled	Actual no. refugees resettled	% of refugees resettled	Expected no. refugees resettled <sup>6</sup>	% of refugees resettled
Africa	14%	Privacy of natural persons	1%	Privacy of natural persons	5%	105	14%
Americas	22%		29%		34%	165	22%
Asia-Pacific	50%		69%		59%	375	50%
Middle East	14%		0%		1%	105	14%
<b>Sub total</b>	<b>100%</b>	<b>517</b>	<b>100%</b>	<b>528</b>	<b>100%</b>	<b>750</b>	<b>100%</b>
Reallocation of 150 places set aside for Australia	Within the refugee quota	150 (reallocated to the Asia-Pacific)		150 (reallocated to the Asia-Pacific)		75 (allocated to Asia-Pacific)	
						75 (allocated to Middle East)	
100 places set aside for crisis response	Within the refugee quota	50 (allocated to Asia-Pacific)		50 (allocated to Asia-Pacific)		50 (allocated to Asia-Pacific)	
		50 (allocated to Middle East)		50 (allocated to Middle East)		50 (allocated to Middle East)	
Syrian emergency response	Additional to the refugee quota	250		250		N/A	
<b>Grand total</b>		<b>1017</b>		<b>1028</b>		<b>1000</b>	

<sup>6</sup> Number of refugees resettled in 2018/19 is pending confirmation from INZ