



BRIEFING

2022/23 - 2024/25 Refugee Quota Programme and 2022/23 Refugee Quota composition

Date:	22 June 2022	Priority:	High
Security classification:	In confidence	Tracking number:	2122-4456

Action sought		
	Action sought	Deadline
Hon Michael Wood Minister of Immigration	Agree to the recommendations	30 June 2022
Hon Nanaia Mahuta Minister of Foreign Affairs	Agree to the recommendations	30 June 2022
Hon Phil Twyford Associate Minister of Immigration	For information	

Contact for telephone discussion (if required)			
Name	Position	Telephone	1st contact
Fiona Whiteridge	General Manager Refugee and Migrant Services		s 9(2)(a)
Andrew Lockhart	National Manager Refugee and Migrant Support	09 928 2217 (wk)	s 9(2)(a) ✓
Victoria Hallum	Acting Deputy Secretary Multilateral and Legal Group		s 9(2)(a)
Kathryn Beckett	Unit Manager United Nations, Human Rights and Commonwealth Division		s 9(2)(a) ✓

The following departments/agencies have been consulted					
<input type="checkbox"/> Treasury	<input type="checkbox"/> MoJ	<input type="checkbox"/> NZTE	<input type="checkbox"/> MSD	<input type="checkbox"/> TEC	<input type="checkbox"/> MoE
<input checked="" type="checkbox"/> MFAT	<input type="checkbox"/> MPI	<input type="checkbox"/> MfE	<input type="checkbox"/> DIA	<input type="checkbox"/> TPK	<input type="checkbox"/> MoH

Minister's office to complete:

- | | |
|---|--|
| <input type="checkbox"/> Approved | <input type="checkbox"/> Declined |
| <input type="checkbox"/> Noted | <input type="checkbox"/> Needs change |
| <input type="checkbox"/> Seen | <input type="checkbox"/> Overtaken by Events |
| <input type="checkbox"/> See Minister's Notes | <input type="checkbox"/> Withdrawn |

Comments

BRIEFING

2022/23 - 2024/25 Refugee Quota Programme and 2022/23 Refugee Quota composition

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Purpose

This paper:

- provides information about the implementation of the 2022/23 - 2024/25 Refugee Quota Programme (Annex One refers) and the composition of the 2022/23 Refugee Quota (Annex Two refers); and
- seeks agreement to the allocation of the annual 200 places for large-scale refugee crisis situations within the 2022/23 Refugee Quota.

Executive summary

In May 2022 Cabinet agreed on the next three-year Refugee Quota Programme (2022/23 - 2024/25) [DEV-22-MIN-0099 refers]. These decisions included several strategic aspects in implementing the Refugee Quota Programme (which is set at 1500 refugees annually (+/- 10 percent)) including but not limited to:

- readjusting the international allocation places to better reflect refugee resettlement needs and global resettlement priorities by the United Nations Office of the High Commissioner for Refugees (UNHCR);
- increasing the allocation of emergency/urgent resettlement places within the quota to 100 places annually (up from 35); and
- bringing forward the places set aside for Afghan refugees under the next three-year Refugee Quota Programme to 2022/23, and using a phased approach so 200 places are allocated in 2022/23, 250 places in 2023/24 and 300 places in 2024/25 to match UNHCR referral capacity and to support well managed settlement across communities in New Zealand.

As a result of these decisions, the Ministry of Business, Innovation and Employment (MBIE) and the Ministry of Foreign Affairs and Trade (MFAT) have jointly developed this briefing to the Minister of Immigration and Minister of Foreign Affairs to:

- update you on implementation of the 2022/23 - 2024/25 Refugee Quota Programme, as outlined in Annex One;
- set out the proposed composition of the 2022/23 Refugee Quota, as outlined in Annex Two;
- ask that you agree to the annual 200 places for large-scale refugee crisis situations within the 2022/23 Refugee Quota be allocated to resettle Syrian refugees; and
- provide advice about next steps in relation to the 150 places under the Refugee Quota to resettle refugees who have been subject to Australia's offshore processing legislation.

Recommended action

The Ministry of Business, Innovation and Employment (MBIE) and the Ministry of Foreign Affairs and Trade (MFAT) recommend that the Minister of Immigration and Minister of Foreign Affairs:

		Hon Michael Wood	Hon Nanaia Mahuta
a	Note the implementation of the 2022/23 - 2024/25 Refugee Quota Programme, which reflects recent Cabinet decisions, as outlined in Annex One.	<i>Noted</i>	<i>Noted</i>
b	Note the proposed composition of the 2022/23 Refugee Quota, as outlined in Annex Two.	<i>Noted</i>	<i>Noted</i>
c	Agree that the annual 200 places for large-scale refugee crisis situations within the 2022/23 Refugee Quota be allocated to resettle Syrian refugees.	<i>Agree / Disagree</i>	<i>Agree / Disagree</i>
d	Note advice about next steps in relation to the 150 places under the quota to resettle refugees who have been subject to Australia's offshore processing legislation.	<i>Noted</i>	<i>Noted</i>
e	Note advice in relation to the resettlement of Afghan refugees.	<i>Noted</i>	<i>Noted</i>

Fiona Whiteridge
General Manager
Refugee and Migrant Services
Immigration New Zealand, MBIE

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Hon Michael Wood
Minister of Immigration

..... / /

Victoria Hallum
for Secretary of Foreign Affairs and Trade

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Hon Nanaia Mahuta
Minister of Foreign Affairs

..... / /

2022/23 - 2024/25 Refugee Quota Programme

1. In May 2022, Cabinet agreed to the next three-year Refugee Quota Programme (2022/23 - 2024/25, hereafter referred to as Refugee Quota Programme) [DEV-22-MIN-0099 refers].

Changes from the 2019/20 - 2021/22 Refugee Quota Programme

2. The May 2022 decisions included several strategic aspects in implementing the Quota Programme, which is set at 1500 refugees annually (+/- 10 percent). Specifically, Cabinet agreed to:
 - 2.1 adjust the international regional allocation of places to respond to changing refugee resettlement needs and associated global resettlement priorities by the UNHCR, including:
 - 2.1.1 reducing the proportion of places allocated to the Americas region to 10 percent down from 20 percent, because of declining numbers of Colombian refugees in need of resettlement as a durable solution in a safe third country; and
 - 2.1.2 increasing the proportions of places allocated to the Middle East and Africa regions to 20 percent respectively up from 15 percent to reflect the greater resettlement needs in these regions.
 - 2.2 maximise the use of the medical conditions and disabilities subcategory by removing the limitation of HIV/AIDS (with no change to the number of places within that subcategory);
 - 2.3 increase the allocation of emergency/urgent resettlement places within the quota to 100 places annually up from 35; and
 - 2.4 bring forward the places set aside for Afghan refugees under the next three-year Refugee Quota Programme to 2022/23 and using a phased approach so 200 places are allocated in 2022/23, 250 places in 2023/24 and 300 places in 2024/25 to match UNHCR referral capacity and to support well managed settlement across communities in New Zealand.
3. In addition, in February 2022 Cabinet agreed to resettle 150 refugees subject to Australia's offshore processing legislation both from Nauru and onshore in Australia per year for three years, pending UNHCR referral [redacted] s 6(a) [redacted] [CBC-21-MIN-0031]. These places are subject to the same assessments and requirements as all other Quota refugees and fall within the annual allocation of 1500 places.
4. Immigration New Zealand (INZ) officials have worked with UNHCR to put the arrangement into operation and ensure that the refugee cases referred for the 2022/23 financial year are aligned with Cabinet decisions on the government priorities and international regional allocations. INZ officials are also engaging with UNHCR on how to maximise the use of the medical/disability and emergency/urgent sub-categories places.
5. This will enable New Zealand to work in partnership with UNHCR to provide resettlement for refugees who are most in need of protection as well as demonstrating international solidarity and responsibility-sharing with Host States and other actors through the strategic use of resettlement.
6. Additional background information on the Refugee Quota Programme, including a table setting out the recent changes discussed above, is included in Annex One.

2022/23 Refugee Quota composition

7. In 2022/23, 1500 refugees (+/- 10 percent) will be resettled in New Zealand under the Refugee Quota Programme.

8. This contrasts with the 2021/22 Refugee Quota Programme, whereby Government agreed that 750-1000 refugees would be resettled to align with available places within Managed Isolation and Quarantine up until 30 June 2022. As of 16 June 2022, under the 2021/22 Refugee Quota Programme, 706 refugees have been resettled in New Zealand.
9. Annex Two provides an overview of the proposed composition (i.e., nationalities) of the 2022/23 Refugee Quota.

A decision is required on large-scale refugee crisis situations – 200 places

10. Each year the Ministers of Immigration and Foreign Affairs must make decisions on the allocation of 200 places for large-scale refugee crisis situations. A decision is required urgently to support the delivery of the 2022/23 Refugee Quota, which starts on 1 July 2022.
11. Large-scale refugee crisis places are intended to enable New Zealand to respond strategically and flexibly to global events by resettling refugees from regions that are experiencing large-scale refugee crises. This is done outside of the international regional allocations that Cabinet agrees on a three-year basis.
12. Although limited in reach in the context of global and/or protracted refugee crises, these places can demonstrate additional commitment to global responsibility-sharing. When used strategically, they can be used to signal support for host countries, or to provide durable solutions in the context of large-scale crises which are receiving little attention.

How these places have been used in the past

13. For both the 2017/18 and 2018/19 financial years, Ministers agreed to use the places to resettle Syrian refugees (50 places) from the Middle East region and Rohingya refugees (50 places) from Asia-Pacific. These places, which were doubled to 200 in 2020/21, have not been filled in the last two years due to the COVID-19 impacts leading to the refugee resettlement being placed on hold.

Resettling Syrian refugees demonstrates New Zealand's ongoing commitment to the largest global refugee crisis

14. For the 2022/23 Refugee Quota officials recommend the 200 places from large-scale refugee crisis situations be allocated to resettle Syrian refugees (including Kurdish minorities) located in Iraq, Jordan and Lebanon, given the ongoing nature and scale of the Syrian refugee situation and the coordinated international resettlement efforts.
15. The situation of Syrian refugees remains the largest global refugee crisis. Since the Syrian conflict began in 2011, nearly 6 million people have fled the country and over 5.5 million have registered as refugees in neighbouring countries (Lebanon, Turkey, Jordan, Iraq and Egypt). UNHCR assessed that Syrian refugees compose the largest percentage of refugees who have priority resettlement needs – at over 40 percent of the total global resettlement needs.
16. Over the last three financial years (2019/20 – 2021/22), 192 Syrian refugees have been resettled in New Zealand. Within the 2022/23 Refugee Quota, Syrian refugees from Jordan and Lebanon will also be included for resettlement from the Middle East regional allocation (Annex Two refers).

Why no other option is offered

17. Officials explored the places being allocated for resettling Afghan, Rohingya and Ukrainian refugees. These options were not progressed for Ministerial consideration for various reasons as shown in the table below. As a result, officials do not recommend using any of these places for other large-scale refugee crises in 2022/23.

Nationality	Reasons for rejection
Afghan refugees¹	<ul style="list-style-type: none"> • New Zealand has already allocated places specifically to resettle Afghan refugees over the next three years. Within the 2022/23 Refugee Quota, 200 places have already been allocated to resettling Afghan refugees in 2022/23. • Within the 2022/23 Refugee Quota, Afghan refugees will also be included for resettlement as part of the Asia-Pacific and Middle East regional allocations. • The cases of Afghan refugees being submitted by UNHCR largely comprise refugees in protracted situations in neighbouring countries and nearby regions. This option may become viable once UNHCR begins to refer priority resettlement cases of recent arrivals in host countries.
Rohingya refugees²	<ul style="list-style-type: none"> • Within the 2022/23 Refugee Quota, Rohingya refugees will be included for resettlement from the Asia-Pacific region (that is from Malaysia and Thailand) (Annex Two refers). • Over the last three financial years, 212 Rohingya refugees have been resettled in New Zealand. <p style="text-align: center;">s 6(a)</p>
Ukrainian refugees³	<ul style="list-style-type: none"> • UNHCR has not called for international cooperation to support resettlement as a durable solution for Ukrainian refugees who have priority protection needs requiring resettlement in a safe third country. • Should UNHCR call for resettlement operations to begin, New Zealand would be working in partnership with UNHCR and other resettlement countries on the strategic use of our resettlement places to support international cooperation efforts. Should this occur, this option could be considered for the 2023/24 Quota.⁴ • New Zealand has already responded to the Russian invasion of Ukraine with the 2022 Special Ukraine Visa⁵ which is estimated to benefit approximately 4000 individuals. This is in addition to other support and measures.

¹ Afghan refugees make up one of the largest and most protracted refugee populations worldwide, having suffered more than 40 years of conflict. There are 2.6 million registered Afghan refugees globally, of whom 2.2 million are registered in Pakistan and Iran alone. Following the rapidly deteriorating security situation as a result of last year's Taliban take over, the number of people fleeing will likely continue to rise.

² The Rohingya are an ethnic Muslim minority group living primarily in Myanmar's western Rakhine state. An estimated 900,000 Rohingya refugees who fled from Myanmar are living in and around Cox's Bazar in Bangladesh.

³ Since the beginning of Russia's invasion, 6.5 million Ukrainian refugees have fled to neighbouring countries. Over half have sought refuge in Poland. Whilst these numbers are significant, UNHCR has not yet called for resettlement operations. It is also predicted that any resettlement needs of Ukrainian refugees will likely to be met from within Europe, at least initially.

⁴ New Zealand continues to monitor developments in this space and is liaising with both UNHCR and other resettlement countries on the strategic use of resettlement in the context of this crisis.

⁵ This visa allows Ukrainian New Zealanders to apply to bring family members still in Ukraine to New Zealand on a temporary visa for two years.

Update on the New Zealand-Australia refugee resettlement arrangement

18. Since 2014, New Zealand has set aside 150 places within the annual Refugee Quota to resettle refugees subject to Australia's offshore processing legislation.
19. Following the recent Cabinet decision from February 2022 (para. 3 refers), in March 2022 the Minister of Immigration finalised the New Zealand/Australia Refugee Resettlement Arrangement starting from 1 July 2022 and ending on 30 June 2025 (Arrangement). Under this Arrangement, New Zealand will resettle 150 refugees per year for three years from Australia's offshore processing legislation as part of the Refugee Quota Programme.
20. INZ officials have been working with UNHCR and the Australian Department of Home Affairs to operationalise the Arrangement. The following operational aspects have been put in place:
 - UNHCR online expression of interest (EOI) process to enable refugees to indicate their interest in being referred under the Arrangement (this supports the voluntary nature of the UNHCR process);

s 6(b)(ii)

21. s 6(a)

22. s 6(b)(ii)

Update on resettlement from Papua New Guinea

23. Following Australia's exit from regional processing arrangements in Manus Island, Papua New Guinea (PNG), refugees currently located in PNG are not eligible for resettlement under the New Zealand - Australia refugee resettlement arrangement. UNHCR has strongly advocated that refugees located in PNG be considered in the Refugee Quota Programme. INZ officials are currently engaged with UNHCR on the referral of resettlement cases from PNG as part of the overall Refugee Quota Programme.

24. s 6(b)(ii)

25. Cases for referral from PNG are being prioritised by UNHCR for resettlement based on their priority protection needs and will be considered by New Zealand on a case-by-case basis under the allocations of places for the Asia Pacific region. These cases will need to meet the Refugee Quota Programme as well as assessment and screening requirements.

Update on the resettlement of Afghan refugees – 200 places for 2022/23

26. Following the May 2022 Cabinet decision with regards to places allocated for the resettlement of Afghan refugees (para. 2.4 refers), INZ officials engaged with UNHCR around the allocation of the 200 places set aside for Afghan refugees in 2022/23. Upon UNHCR's recommendation, most of these places will be used for the strategic resettlement of Afghan refugees located in

Iran requiring resettlement as a durable solution. Sporadic Afghan cases will be referred from other regions.

27. These cases will not include the most recent Afghan refugee arrivals in Iran as UNHCR has not yet had the capacity to begin resettlement determinations for this cohort

Next steps

28. As soon as decisions have been made, INZ officials will proceed with the implementation of the 2022/23 Refugee Quota, as outlined in Annex Two.

Annexes

Annex One – 2022/23 - 2024/25 Refugee Quota Programme overview

Annex Two – 2022/23 Refugee Quota composition

Annex One – 2022/23 - 2024/25 Refugee Quota Programme overview

Every three years the Government makes decisions on the three-year Refugee Quota Programme.

In May 2022, Cabinet agreed to the next three-year Refugee Quota Programme (2022/23 - 2024/25) [CAB-22-MIN-0468]. This remains set at 1500 places annually (+/- 10 percent).

Referral process

The UN Refugee Agency (UNHCR) submits cases of refugees that have been assessed and prioritised for resettlement to New Zealand for consideration under the Refugee Quota Programme.

Regional allocations

Cases referred by UNHCR are located in four international regions of asylum (Africa, Americas, Asia-Pacific and Middle East).

Cabinet makes decisions on the number of places available for each region, depending on New Zealand's broader strategic interests and priorities, global resettlement needs and UNHCR's own priorities.

Recently Cabinet made changes to the regional allocation places, as set out in the body of this briefing (paras. 1 – 3 refer). The table below outlines the regional allocations for the next three-year Refugee Quota Programme.

<i>Region of asylum</i>	<i>Current percentage (2021/22)</i>	<i>Future percentage 2022/23 to 2024/25</i>
Asia-Pacific	50	50
Americas	20	10
Middle East	15	20
Africa	15	20

Categories

Historically the Refugee Quota Programme has included cases referred by UNHCR under the following categories:

- general and legal protection needs;
- women at risk;
- medical/disabled; and
- family reunification of immediate family members.

In May 2022, Cabinet made changes to the medical conditions and disabilities category by removing the limitation of HIV/AIDS (with no change to the number of places within that subcategory), as set out in the body of this briefing (para. 2.2 refers).

Priorities

Each of the categories above can be further categorised for priority consideration as:

- normal priority;
- urgent resettlement needs⁶; and
- emergency resettlement⁷.

⁶ To be resettled as part of the first available intake.

⁷ As these cases face immediate life-threatening risks a decision as to whether to consider the case or not is to be made within 48 hours. These cases are resettled from any part of the world where it is practically possible to implement resettlement in a safe manner.

In May 2022, Cabinet increased the places available for urgent/emergency resettlement to 100 per year, as set out in the body of this briefing (para. 2.3 refers).

Categories and priorities within the 2022/23 - 2024/25 Refugee Quota Programme

Categories	Number of places per year			
	2021/22 (current)	2022/23	2023/24	2024/25
Medical conditions and disabilities (including immediate family members)	Up to 75 (Including up to 20 for HIV/AIDS)	Up to 75	Up to 75	Up to 75
Emergency/urgent resettlement*	Up to 35	Up to 100	Up to 100	Up to 100
Afghan refugees	0	200	250	300
Places offered to Australia*	150	150	150	150
Places for large-scale refugee crisis situations*	200	200	200	200
Women at risk and their immediate family members*	At least 150	At least 150	At least 150	At least 150
General protection, including places for family reunification	Remainder	Remainder	Remainder	Remainder
Total	1500 (+/- 10%)	1500 (+/- 10%)	1500 (+/- 10%)	1500 (+/- 10%)

* Not included in the regional allocation

Assessment and screening

For all UNHCR-referred cases considered for resettlement in New Zealand under the Refugee Quota Programme, a further full assessment and screening is undertaken as part of the INZ decision-making process, which includes:

- INZ on and off-shore screening and assessment – an INZ off-shore interview that focuses on credibility, risk and settlement to ensure 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;
- immigration risk assessment by the INZ Risk Assessment team (assessed for reputational risk to New Zealand);
- security check by New Zealand Security Intelligence Service;
- Migration Five (M5) biometric checks; and
- immigration health assessment.

Cases that do not meet the Government's agreed Refugee Quota Programme, New Zealand's relevant immigration policies, security and M5 checks and risk assessment are declined.

Annex Two – 2022/23 Refugee Quota composition

The table below sets out the proposed composition of the 2022/23 Refugee Quota.

Regions and nationalities	2022/23 Refugee Quota	
	No. refugees planned to be resettled*	% refugees resettled
<p>Asia-Pacific</p> <p>Resettlement from:</p> <p><i>Indonesia</i> (Afghans, Iraqi, Palestinians, Syrians (including Kurdish minorities) and sporadic numbers of other African and Middle Eastern nationalities)</p> <p><i>Iran</i> (predominantly Afghans and sporadic numbers of other Middle Eastern nationalities)</p> <p><i>Malaysia</i> (predominantly Myanmar (including Rohingya) refugees and sporadic numbers of African and Middle Eastern nationalities)</p> <p><i>PNG</i> (various nationalities)</p> <p><i>Sri Lanka</i> (Afghans, Iraqi, Pakistani (Ahmadi), Palestinians, Somali, Syrians and sporadic numbers of other Middle Eastern and African nationalities)</p> <p><i>Thailand</i> (predominantly Myanmar (including Rohingya) refugees and sporadic numbers of African and Middle Eastern nationalities)</p>	750	50%
<p>Middle East</p> <p>Resettlement from:</p> <p><i>Iraq, Jordan and Lebanon</i> (Iraqi, Palestinians, and Syrians)</p>	300	20%
<p>Africa</p> <p>Resettlement from:</p> <p><i>Ethiopia, Rwanda and South Africa</i> (predominantly Congolese/Democratic Republic of Congo and Eritreans including sporadic numbers of other nationalities such as Somali, South Sudanese, Sudanese and other African nationalities)</p>	300	20%

Americas Resettlement from: <i>Ecuador</i> (Colombians and a sporadic number of Venezuelans)	150	10%
Large-scale refugee crisis situations* Recommended focus on: Syrians (including Kurdish minorities) located in Iraq, Jordan and Lebanon	200	
New Zealand-Australian refugee resettlement arrangement Refugees from various nationalities located in Nauru and Australia	150	
Afghan refugees Afghan refugees predominantly located in Iran with sporadic cases located in other regions	200	
Total (+/- 10%)	1,500	

* These cases are prioritised from within any of the regional allocations as needs arise

Following Ministerial decisions on the outstanding item as discussed in the body of this briefing (para. 15 refers), INZ officials will work to reflect these in our operational planning and confirm numbers with UNHCR.