



BRIEFING

Increasing New Zealand's contribution to global humanitarian efforts – Update and next steps for refugee policy

Date:	23 November 2017	Priority:	Medium
Security classification:	In Confidence	Tracking number:	1025 17-18

Action sought		
	Action sought	Deadline
Hon Iain Lees-Galloway Minister of Immigration	Agree to the next steps for the refugee and humanitarian programme	4 December 2017
Hon Kris Faafoi Associate Minister of Immigration	Copy for your information	N/A

Contact for telephone discussion (if required)				
Name	Position	Telephone		1st contact
Siân Roguski	Manager, Immigration Policy	04 901 3855	s 9(2)(a)	✓
Kate Manners	Policy Advisor, Immigration Policy	04 896 5924	N/A	

The following departments/agencies have been consulted
The Ministry of Foreign Affairs and Trade

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 Withdrawn |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

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Purpose

This paper is in two parts:

Part one sets out the proposed next steps, for your agreement, for implementing your commitments to make changes to refugee and humanitarian immigration policies, and seeks decisions from you in relation to the operation of the broader refugee and humanitarian programme.

Part Two provides supporting information and background on New Zealand's current refugee and humanitarian immigration policy settings.

Executive summary

New Zealand has committed to working with the United Nations High Commissioner for Refugee (UNHCR) and the international community to find durable protection solutions for the most vulnerable people around the world. Through this commitment, we resettle people in New Zealand who have been recognised as refugees offshore. We are also obligated to consider asylum claims made onshore by people seeking refugee or protected person status under the Immigration Act 2009, which reflects the United Nations Convention relating to the Status of Refugees, the International Covenant on Civil and Political Rights and the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment.

New Zealand's existing refugee and protection residence categories fall under the International/Humanitarian stream of the New Zealand Residence Programme (NZRP). Under anticipated settings, approximately 1,475 – 1,525 people will be granted residence through these categories in 2017/18, which comprise:

- quota refugees resettled through the Refugee Quota Programme (1,000 places annually);
- successful refugee and protected person status claimants (approximately 150-200 approvals annually);
- family members of refugees and protected people granted residence through the Refugee Family Support Category (300 places annually); and
- the pilot intake of sponsored refugees under the Community Organisation Refugee Sponsorship Category (25 places).

New Zealand's broader refugee and humanitarian programme also aims to ensure that refugees achieve successful settlement outcomes. The New Zealand Refugee Resettlement Strategy is a whole-of-government approach to delivering improved refugee settlement outcomes so that refugees achieve self-sufficiency, social integration and independence.

Your manifesto commitments and confidence and supply agreement with the Green Party set out a number of changes to New Zealand's refugee policy. You discussed some of these commitments

with officials on 15 November 2017, and indicated that you would like to have a plan to implement the increase in the Refugee Quota developed by the middle of 2018. In order to deliver this, the Ministry of Business, Innovation and Employment (the Ministry) proposes providing you with advice on the development of a plan by March 2018. We propose that this advice also includes a proposed scope for a review of family reunification options for refugees.

In addition, and in the shorter term, the Ministry is seeking the following decisions from you in relation to the operation of the broader refugee and humanitarian programme:

- that implementation of the Community Organisation Refugee Sponsorship Category will continue as planned; and
- that you will receive advice on the reallocation of the 150 2017/18 Refugee Quota places set aside for Australia for refugees that have been subject to its offshore processing legislation (should these place not be required by Australia).

Recommended action

The Ministry of Business, Innovation and Employment recommends that you:

- a **Note** that under anticipated settings, approximately 1,475 – 1,525 refugees and their family members are expected to gain New Zealand residence in 2017/18 under:
- i. The Refugee Quota Programme (1,000 places +/- 10 per cent)
 - ii. Approved refugee and protected person claimants (estimated 150-200 approvals)
 - iii. The Refugee Family Support Category (300 places)
 - iv. The pilot intake of the Community Organisation Refugee Sponsorship Category (25 places)

Noted

Your commitments to making refugee policy changes

- b **Note** that at your meeting with officials on 15 November 2017, you indicated that you would like a plan for increasing the annual Refugee Quota to 1,500 places to be developed by the middle of 2018

Noted

- c **Agree** that officials provide you with advice by March 2018 on developing a plan for increasing the annual Refugee Quota to 1,500 places over three years

Agree / Disagree

- d **Agree** that advice on the scope of a review of the family reunification system for refugees will be provided alongside advice on increasing the annual Refugee Quota outlined in (c) above

Agree / Disagree

Implementation of the Community Organisation Refugee Sponsorship Category pilot intake

- e **Note** that the design of the Community Organisation Refugee Sponsorship Category was agreed by Cabinet in August 2017 [CAB-17-MIN-0427] and that the process of identifying approved sponsoring community organisations is underway

Noted

- f **Agree** that implementation of the Community Organisation Refugee Sponsorship Category proceed as agreed by Cabinet, and that officials will provide you with immigration instructions for certification in December 2017

Agree / Disagree

Reallocation of the 150 2017/18 Refugee Quota places set aside for Australia

- g **Note** that a Cabinet decision on the reallocation of the 150 places within the 2017/18 Refugee Quota set aside Australia for refugees that have been subject to its offshore processing legislation (if they are not required by Australia) is required by February 2018 to ensure that the places can be filled in the 2017/18 financial year

Noted

- h **Agree** that officials provide you and the Minister of Foreign Affairs with advice on reallocation of the 150 places within the 2017/18 Refugee Quota set aside for Australia by the middle of December 2017

Agree / Disagree

Referral of this paper

- i **Agree** to refer this paper to the Minister of Foreign Affairs, who has portfolio interests in refugee and humanitarian immigration policies.

Agree / Disagree



Siân Roguski
Manager, Immigration Policy
Labour, Science and Enterprise, MBIE

23 / 11 / 2017
..... / /

Hon Iain Lees-Galloway
Minister of Immigration

..... / /

Background

1. You discussed your immigration policy priorities, including your commitments to make changes to refugee and humanitarian immigration policies, with officials on 15 November 2017. At this meeting you indicated that you would like to have a plan to scale up the refugee intake to 1,500 developed by the middle of 2018. The confidence and supply agreement between the Labour and Green Parties also commits to reviewing the family reunification scheme for refugees.

Part One: Taking forward your manifesto commitments and decisions relating to the operation of the broader programme

2. Your manifesto commitments and confidence and supply agreement with the Green Party set out a number of changes to New Zealand's refugee policy. Following an initial discussion with you on some of these changes, the material below sets out officials' proposals on the sequencing of advice to develop these further.
3. In addition, the Ministry is seeking decisions from you in relation to the operation of the broader refugee and humanitarian programme.

Increasing the annual Refugee Quota to 1,500 places

4. You have committed to increasing the annual Refugee Quota to 1,500 places over three years, and providing the funding to manage the resettlement of refugees. You discussed this commitment with officials on 15 November 2017, when you indicated that you would like to have a plan to implement the increase in the Refugee Quota developed by the middle of 2018.
5. The Ministry proposes that officials report back to you in March 2018 on a plan to increase the Refugee Quota. This will include options for staging the increase, which will be dependent on several factors, including:
 - a. the capacity of the existing Mangere Refugee Resettlement Centre (MRRRC), where quota refugees are accommodated on arrival and undertake six-week reception programme;
 - b. the availability of affordable and appropriate private and public housing in the settlement locations for quota refugees directly following completion of the reception programme;
 - c. associated funding implications; and
 - d. decision-making within the three-year Refugee Quota Programme cycle (the current three-year Refugee Quota Programme will end in June 2019 after which Cabinet decisions on the composition of the next three-year Refugee Quota programme will be required).

s 9(2)(f)(iv)

Reviewing the family reunification scheme for refugees

7. Through the confidence and supply agreement between the Labour and Green Parties, you have also committed to review and adequately fund the family reunification scheme for refugees.

8. There are two ways in which refugees in New Zealand can have their family members join them:¹ through the Refugee Quota Programme, within which places are set aside for family reunification; or by sponsoring family members through the Refugee Family Support Category (RFSC). These mechanisms recognise the importance of family reunification in supporting successful settlement outcomes for refugees.
9. Officials propose providing advice on the scope of a review of family reunification options for refugees alongside advice on increasing the Refugee Quota that will be provided in March 2018.

s 9(2)(f)(iv)

Implementation of the new Community Organisation Refugee Sponsorship Category has begun

11. The Community Organisation Refugee Sponsorship (CORS) Category is a new category that involves sponsorship of refugees to New Zealand by approved community organisations. The design of a pilot intake of 25 refugees under the CORS Category was agreed by Cabinet in June 2017 [CAB-17-MIN-0427], and is intended to:
 - a. provide an opportunity for community organisations to engage with refugee resettlement;
 - b. enable sponsored refugees to quickly become independent and self-sufficient; and
 - c. provide an alternative form of admission for refugees to complement the Refugee Quota Programme.
12. Implementation of the pilot intake is currently underway, and a request for applications from potential sponsoring community organisations closed on Friday 10 November. The Ministry expects that approved sponsors will have been identified by the end of November, at which point the selection process for refugees is scheduled to begin. It is expected that refugees in the CORS Category pilot intake will arrive in New Zealand by June 2018.
13. Officials seek your confirmation that implementation of the CORS Category pilot intake will proceed as planned. In order for the category to become operational, and for the selection of refugees to begin, you are required to certify the immigration instructions for the category. If you confirm that you wish to proceed with implementation, immigration instructions will be provided to you for certification in December 2017.

Details of the Community Organisation Refugee Sponsorship Category

14. INZ will undertake on- and off-shore assessment and screening of all refugees² under the CORS category. All applicants will be required to have an acceptable standard of health.³ In addition, principal applicants will be required to have a basic conversational level of English language, and three years' work experience or a qualification requiring two years tertiary study.
15. Responsibility for the resettlement of refugees in the pilot CORS Category intake will be shared between approved sponsoring community organisations and government. In particular, sponsoring community organisations will be responsible for providing all in-community settlement and orientation support. As permanent residents, sponsored refugees will have access to the same government-funded services as other residents and New

¹ Former refugees in New Zealand may also be able to have their family members join them through "mainstream" family visa categories such as the Partnership and Dependent Child categories.

² Refugee applicants to the CORS Category will be required to be mandated as refugees by the UNHCR.

³ This is the same standard of health required for non-refugee residence class visas.

Zealand citizens. A detailed list of the settlement services to be provided by government and approved community organisation sponsors is provided at Annex Two.

16. Approved sponsoring community organisations will be able to nominate CORS Category candidates for consideration by INZ. Alternatively, sponsors may opt to sponsor refugee candidates referred to INZ by the UNHCR.
17. An evaluation of the CORS Category is planned. An initial evaluation is planned so that it might inform decisions on future iterations of the CORS Category, which may be made alongside decisions on the next three-year Refugee Quota Programme. The initial evaluation is expected to be completed by December 2018 and will determine:
 - a. whether the process for the selection of community organisations and refugees has worked effectively;
 - b. the capacity and capability of community organisations to take on responsibility to provide settlement services to sponsored refugees; and
 - c. any initial reflections on the category from sponsoring community organisations or sponsored refugees.
18. The nature of the initial one-off pilot intake of refugees under the CORS Category means that there remains scope to evaluate and change the policy settings if there are future intakes of sponsored refugees.

Reallocation of Refugee Quota places set aside for Australia

19. Australia has indicated that it does not wish to utilise the 150 places within the 2017/18 Refugee Quota that have been set aside for refugees that have been subject to its offshore processing legislation (0795 17-18 refers). In order to ensure that these places in the 2017/18 quota are filled, a Cabinet decision on the reallocation of the places to one or more regions is required by February 2018.
20. Officials from the Ministry of Business, Innovation and Employment and the Ministry of Foreign Affairs and Trade will provide you and the Minister of Foreign Affairs with advice and options for the reallocation of the 150 places to other regions by the middle of December 2017. The Ministry is seeking confirmation that you wish to consider advice on reallocation of the places within this timeframe.

Next steps

21. Officials will provide you with advice on the reallocation of the 150 2017/18 Refugee Quota places set aside for Australia by the middle of December 2017.
22. If you confirm that the implementation of the CORS Category pilot intake will proceed as planned, officials will provide you with the immigration instructions for the CORS Category for certification in December 2017.
23. Officials will provide you with advice on the development of a plan to increase the annual Refugee Quota to 1,500 over three years in March 2018. Key milestones are set out on the following page.

Key milestones	Timing
Advice on the reallocation of the 150 2017/18 Refugee Quota places set aside for Australia Certification of immigration instructions for the CORS Category	December 2017
Advice on the development of a plan to increase the annual Refugee Quota to 1,500 places and scope of a review of the family reunification system for refugees s 9(2)(f)(iv)	March 2018
Development of advice and decisions on the next three-year Refugee Quota Programme (taking into account decisions that will be made on staging and increase to the Refugee Quota)	January – March 2019
Start of the next three-year Refugee Quota Programme	July 2019

Part Two: New Zealand's refugee policy settings

International responsibility sharing for refugees

25. The world is experiencing a global refugee crisis. The global population of forcibly displaced people has grown substantially over the last two decades; the latest figures from the UNHCR indicate that there are currently 65.6 million people worldwide who have been forcibly displaced as a result of persecution, conflict, violence or human rights violations. Seventeen million of these people are refugees under the mandate of the UNHCR.⁴
26. The UNHCR projects that the number of refugees with priority protection needs⁵ who will require resettlement in a safe third country will be close to 1.2 million in 2018.⁶ This scale vastly outnumbers the 125,000 refugees that were resettled in 2016 by the countries that participate in the UNHCR resettlement programme.
27. The burden of the global refugee crisis is disproportionately borne by countries that border refugee-producing regions. Of the top ten refugee-hosting countries in 2016, nine were in developing regions and three were classified as least developed countries facing severe structural impediments to sustainable development.
28. The United Nations (UN) Summit for Refugees and Migrants held in New York in September 2016 recognised the large scale of irregular people movement and the need for greater responsibility sharing to protect refugees. States, including New Zealand, made a series of commitments during the Summit which were endorsed through the New York Declaration for Refugees and Migrants. As part of the commitments outlined in the Declaration, two Global Compacts, one on refugees (the Refugee Compact) and one on migration (the Migration Compact), are being developed for adoption by UN member States in late 2018.

New Zealand's refugee and humanitarian immigration policies reflect our international commitments

29. New Zealand has made a number of commitments in relation to refugees and protected people. The international agreements that relate to refugees and protected people, and to which New Zealand is a signatory, are listed at Annex One. The Immigration Act 2009 sets out New Zealand's immigration obligations related to these agreements. New Zealand has also committed to working with the international community and the UNHCR to resettle refugees through the Refugee Quota Programme.

⁴ UNHCR *Global Trends report 2016* released May 2017.

⁵ Refugees who are the most vulnerable and to whom the protection risks are greatest.

⁶ UNHCR *Projected Global Resettlement Needs 2018* report released June 2017.

30. Refugee and protected person status is an internationally recognised legal status (a definition is provided at Annex One). The 1951 United Nations Convention Relating To The Status of Refugees does not include climate change as a basis for protection. As such, the Ministry (and other agencies such as the Ministry of Foreign Affairs and Trade) does not use the term “climate change refugee”, using instead the term “people displaced by climate change”.
31. New Zealand’s refugee and humanitarian immigration policies fall under the International/Humanitarian stream of the NZRP.⁷ Under anticipated settings, approximately 1,475 – 1,525 people will be granted residence through visa categories designed for refugees or protected people and their family members. These categories are set out in Table 1.

Table 1. Visa categories through which refugees and protected people or their family members can gain New Zealand residence

Policy	Objective	Annual number of approvals
The Refugee Quota Programme	To demonstrate commitment to providing protection to the most vulnerable refugees (includes the emergency intake of Syrian refugees additional to the annual quota, which is 250 places for 2017/18)	1,000 (+/- 10 per cent)
Convention refugees	To fulfil New Zealand’s obligations under the 1951 Convention relating to the Status of Refugees	Forecast 150-200
The Refugee Family Support Category	To facilitate the successful settlement of refugees and protected people resident in New Zealand by providing them with an opportunity to sponsor family members for residence	300
The Community Organisation Refugee Sponsorship Category ⁸	To provide an alternative form of admission for refugees to complement the Refugee Quota Programme To provide an opportunity for community organisations to actively engage in supporting refugee resettlement To enable sponsored refugees to quickly become independent and self-sufficient	25 (pilot intake)

Most refugees come to New Zealand through the Refugee Quota Programme

36. New Zealand works with the UNHCR and the international community to resettle people who have been recognised as refugees offshore through the Refugee Quota Programme. Refugees are referred for resettlement in New Zealand by the UNHCR and have been identified as priority cases requiring protection. To distinguish from people who are granted refugee or protected person status after claiming asylum in New Zealand, refugees who are part of the Refugee Quota Programme are sometimes referred to as “quota refugees”.
37. New Zealand has operated the Refugee Quota Programme since 1987, when Cabinet endorsed an annual intake of refugees [SE (87) M 8/5]. New Zealand currently has an annual quota of 750 (+/- 10 per cent). Over the last three financial years, 600 refugees from Syria have been resettled in addition to the annual Refugee Quota (100 places in 2015/16 and 250 places in each of the 2016/17 and 2017/18 financial years [CAB-15-MIN-0057]).⁹ In June 2016, Cabinet agreed that the annual Refugee Quota would increase to 1,000 places from 2018/19 [CAB-16-MIN-0271]. Detailed information about the selection requirements and composition of the Refugee Quota Programme is provided at Annex Two.

⁷ The International/Humanitarian stream of NZRP also includes the Pacific Access Category and the Samoan Quota.

⁸ Operationalisation of this category is pending your certification of visa category instructions.

⁹ As such, in the last and current financial years, 1,000 refugees have been resettled as part of the Refugee Quota Programme.

38. The Refugee Quota Programme is composed of the following sub-categories:
- a. 350 places for general protection (including the immediate family members of quota refugees);
 - b. at least 75 places for women at risk;
 - c. up to 75 places for medical/disabled cases;
 - d. up to 150 places for refugees subject to Australia's offshore processing legislation; and
 - e. 100 places for large-scale refugee crisis situation.
39. Comprehensive assessment and screening processes are undertaken to ensure that refugees do not pose security, immigration or health risks to New Zealand and that settlement in New Zealand is the right option for them. On- and off-shore assessment of cases referred by the UNHCR is carried out by Quota Immigration Officers from the Refugee Quota Branch of INZ. Further detail on the assessment and screening processes that are applied to the Refugee Quota Programme is provided at Annex Three.
40. Prior to arrival, quota refugees are provided with information about living and working in New Zealand to support their settlement in the country.
41. On arrival in New Zealand, quota refugees are provided with permanent resident visas and are accommodated at MRRC, where they participate in a six-week reception programme that supports them to live and work in New Zealand. As permanent residents, quota refugees have access to the same government-funded services (such as health, benefits and employment support, housing and education) as other residents and New Zealand citizens.
42. On completion of the reception programme at MRRC, quota refugees move to settlement locations around New Zealand. There are currently seven designated refugee settlement locations: Auckland, Hamilton, Manawatū, Wellington, Nelson, Dunedin and Invercargill. Invercargill is the most recent of these to be selected for refugee settlement, and the first quota refugees will arrive there in March 2018. Selection of settlement locations is undertaken by a cross-government agency Senior Officials Group.
43. The New Zealand Red Cross is contracted by the Ministry to provide settlement services to quota refugees during their first 12 months in the community. The services include a community orientation programme that complements the reception programme at MRRC, and links refugees to mainstream services they require to support their settlement in communities (including general practitioners, schooling, English language classes and employment).

Decision-making on the composition of the Refugee Quota Programme

44. The Refugee Quota Programme operates as a three-year rolling programme, with decisions made by Cabinet on the size and regional allocation of the Refugee Quota before the start of each three-year cycle.¹⁰ The UNHCR makes a submission on global resettlement priorities, which is typically a factor in Cabinet decisions on the regional allocation of Refugee Quota places. The current three-year cycle runs from 2016/17 to 2018/19.
45. Within each three-year cycle, Cabinet decisions are required annually on reallocation of the 150 places set aside Australia for refugees who have been subject to its offshore processing legislation (should these places not be required by Australia). In addition, the Minister of Immigration and the Minister of Foreign Affairs typically make decisions on the annual composition of the Refugee Quota and on the allocation of the 100 places set aside for large refugee crisis situations.

¹⁰ The Cabinet Committee on Domestic and Security Co-ordination agreed to the introduction of the three-year rolling programme in 2010 [DES Min (10) 2/3].

Current Refugee Quota Programme settings

46. In 2010 Cabinet decided that 50 per cent of the Refugee Quota places should be allocated to resettling refugees from the Asia-Pacific region and the remaining 50 per cent to the rest of the world (Africa, Americas and Middle East) [DES Min (10) 2/3]. This decision was reconfirmed for the current three-year Refugee Quota Programme cycle [CAB-16-MIN-0271]. Detailed information on the regional allocation of Refugee Quota places is provided at Annex Two.
47. Cabinet decided in 2010 that refugees resettled from Africa and the Middle East regions would be required to have a family member already in New Zealand [DES Min (10) 2/3]. The number of refugees resettled from Africa and the Middle East has not met the regional allocation agreed by Cabinet as it has been challenging to locate refugees in those regions with family links to New Zealand.
48. For the current financial year, Ministers agreed to allocate the 100 large-scale refugee crisis situation places to resettle 50 ethnic Rohingya refugees from the Asia Pacific region and 50 Syrian refugees from the Middle East region. The 150 places set aside for Australia for refugees that have been subject to its offshore processing legislation have not yet been reallocated for the current financial year.

New Zealand considers refugee and protected person status claims

49. Under the Immigration Act 2009, New Zealand considers all claims for refugee or protected person status. Anyone who is not a New Zealand citizen, permanent resident or resident (unless they have been served with a deportation liability notice) is legally able to claim refugee or protected person status in New Zealand and will not be removed until their claim has been finally determined.
50. The term "asylum seeker" is used to describe those who have claimed refugee or protected person status and have not yet had their claim determined. Asylum seekers in New Zealand are usually granted a relevant visa that enables them to work, study or live in the community while their claim is determined. The majority of people who claim asylum in New Zealand arrive in the country on valid visas and live in the community while their claim is being determined. Of those who claim asylum in New Zealand, nearly 50 per cent have been living in New Zealand for one year or more before they make their claim.
51. Around five per cent of people claim asylum at the border and may arrive without a valid visa and/or travel documents. Of those who claim at the border, a very small number may be detained in a penal facility or accommodated at MRRC under a Warrant of Commitment while any identity or security issues are addressed.
52. Refugee and protected person claims must be made in New Zealand and are assessed and determined in the first instance by Refugee and Protection Officers from the Refugee Status Branch (RSB) of INZ according to the Immigration Act 2009.¹¹
53. People who are declined at first instance by the RSB are generally eligible to appeal to the independent Immigration and Protection Tribunal. In total, around 150-200 claims are approved each year, which is approximately 50 per cent of claims made. The number of claims received by the RSB has increased over the last few years in line with the increased number of people arriving in New Zealand.
54. Asylum seekers who are granted refugee or protected person status are able to apply for a permanent resident visa. People who are granted refugee or protected person status in New Zealand are sometimes referred to as "Convention refugees". As permanent residents, refugees and protected persons have access to the same government-funded services (such as health, benefits and employment support, housing and education) as other residents and New Zealand citizens.

¹¹ This is not a Ministerial or policy function.

55. In 2013, the Immigration Amendment Bill, which introduced a legislative framework for managing a mass arrival of migrants in response to the risk of New Zealand being targeted by people smugglers in the future, was passed. The amendments made to the Immigration Act 2009 provide a range of measures to make New Zealand a less attractive destination for people smugglers and manage a mass arrival should one occur.

The Refugee Family Support Category enables people with refugee and protected person status to have their family join them in New Zealand

56. The RFSC provides refugees in New Zealand with the opportunity to sponsor their family members to join them, and in doing so aims to enhance the successful settlement of refugees and protected people. This recognises the importance of family reunification in supporting successful settlement outcomes for refugees. The RFSC provides 300 places annually.
57. The RFSC has two tiers. Tier one sponsors are refugees or protected people with no immediate family in New Zealand, whereas tier two sponsors have some immediate family in New Zealand. Each year, tier one registrations are selected to fill the 300 RFSC places. If there are not enough tier one registrations, INZ selects tier two registrations to fill any remaining places.
58. People who are granted New Zealand residence through the RFSC do not need to have been recognised as refugees themselves. More detail on eligible sponsors and their family members is provided at Annex Two.
59. Sponsoring family members under the RFSC are responsible for funding and arranging international travel for their family members to New Zealand, and must also ensure the provision of accommodation for their sponsored family members for their first two years in New Zealand. As residents, people who come to New Zealand through the RFSC have access to the same government-funded services (such as health, benefits and employment support, housing and education) as other residents and New Zealand citizens.

Settlement services are provided to refugees to support them to achieve successful settlement outcomes

60. New Zealand is committed to ensuring successful refugee settlement outcomes so that refugees are able to participate in the community, are self-sufficient and have a sense of belonging to their community and to New Zealand.
61. The New Zealand Refugee Resettlement Strategy (the Strategy) is a holistic and strategic framework to guide refugee settlement activities across Government and deliver improved refugee settlement outcomes so that refugees achieve self-sufficiency, social integration and independence at the earliest opportunity.¹²
62. The Strategy's overarching vision is that refugees are participating fully and integrated socially and economically as soon as possible so that they are living independently, undertaking the same responsibilities and exercising the same rights as other New Zealanders and have a strong sense of belonging to their own community and to New Zealand. The Strategy was developed with input from the refugee communities in New Zealand, non-government organisations, service providers and government agencies who work in the refugee sector. The five key goals or outcome areas of the Strategy are:
- a. Self-sufficiency: all working-age refugees are in paid work or are supported by a family member in paid work.
 - b. Participation: refugees actively participate in New Zealand life and have a strong sense of belonging here.

¹² The Strategy was agreed by Cabinet in 2012 [CAB Min (12) 8/12].

- c. Health and wellbeing: refugees and their family enjoy healthy, safe and independent lives.
 - d. Education: English language skills help refugees participate in education and in daily life.
 - e. Housing: refugees are in safe, secure, healthy and affordable home, without needing government housing assistance.
63. The implementation of the Strategy is a cross-Government effort and participating agencies are expected to lead implementation in their respective areas. The Ministry, through INZ as the lead agency in refugee resettlement, is responsible for coordinating agencies to meet outcomes through the Strategy's overall implementation and the annual reporting against the agreed measures and success indicators. The Minister of Immigration is updated on progress towards the key settlement outcomes in the second quarter of each financial year.
64. The Strategy currently applies to quota refugees. Consideration of the inclusion of other refugee groups (such as Convention refugees) or people who have come to New Zealand through the RFSC within the Strategy was mandated by original Cabinet decisions on the Strategy. INZ is currently exploring the settlement needs of Convention refugees to understand any gaps in settlement support required by this group. You will be updated on the outcomes of this work in due course.
65. The Strategy has been implemented progressively since it was introduced in July 2013. Initial implementation focused on the mix of services provided to quota refugees. These included providing information to quota refugees before their arrival in New Zealand, changes to the six-week reception programme at MRRC and establishment of the orientation programme in the community. Other initiatives that have been implemented through the Strategy include the mapping of English Language service provision to refugees, establishment of a refugee driver training programme and provision of a refugee-specific employment programme.
66. The Ministry is currently leading cross-government programmes of work to improve refugees' access to public services through improved language assistance services and refugees' employment outcomes.

Mangere Refugee Resettlement Centre

67. The MRRC is managed by Immigration New Zealand. MRRC was recently rebuilt and the new facility has been operational since July 2016.
68. Quota refugees are accommodated at MRRC for their first six weeks in New Zealand, during which time they participate in a reception programme designed to support them to live and work in New Zealand. INZ works in partnership with other government agencies¹³ and non-government organisations to deliver the reception programme, which includes:
- a. health and mental health assessment;
 - b. initial treatment and health promotion;
 - c. settlement planning and orientation to New Zealand life;
 - d. English language; and
 - e. preparing working-age adults for employment and children for school.
69. The 25 sponsored refugees in the pilot intake of the CORS Category will spend two weeks at the MRRC on arrival in New Zealand, and will participate in a tailored reception programme that will reflect the additional language, skill and health criteria that are applied to this category.

¹³ The Ministries of Social Development, Education and Health.

70. The MRRC also provides accommodation for up to 28 asylum seekers who are detained under a Warrant of Commitment during the determination of their asylum claims.

Annexes

Annex One: Refugee and protected person status definition

Annex Two: Key details of refugee visa categories

Annex Three: Refugee Quota Programme assessment and screening

Annex One: Refugee and protected person status definition

New Zealand is a signatory to the following international agreements that relate to refugees and protected people:

The 1951 United Nations Convention on Refugees as amended by the 1967 Protocol Relating to the Status of Refugees	Defines who New Zealand must consider to be a refugee and our obligations to those people
1984 Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	Defines who New Zealand must consider to be a protected person and our obligations to those people
1966 Covenant on Civil and Political Rights	

Refugee and protected person status are legally defined in international law. Refugees are people who meet the definition of a refugee provided in the 1951 Convention Relating to the Status of Refugees, as amended by the 1967 Protocol. These statuses are reflected in domestic legislation (the Immigration Act 2009):

Refugees

A refugee is a person who:

- *is outside of his or her home country or country of habitual residence.*
- *faces a real chance of being harmed if returned to that country.*
- *the harm faced is a sustained or systemic breach of a fundamental human right.*
- *the harm faced is for reasons of who the person is, or what they believe. The reasons may be race (or ethnicity), religion, political opinion, nationality or membership of a particular social group (such as family status, gender, or sexual orientation or identity).*
- *needs and deserves protection in New Zealand.*

Protected people

A protected person is a person:

- *whose deportation from New Zealand would violate the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment 1984 (Convention against Torture) and/or the International Covenant on Civil and Political Rights 1966 (ICCPR).*
- *for whom there are substantial grounds for believing she or he would be in danger of torture, arbitrary deprivation of life or cruel treatment if deported from New Zealand.*

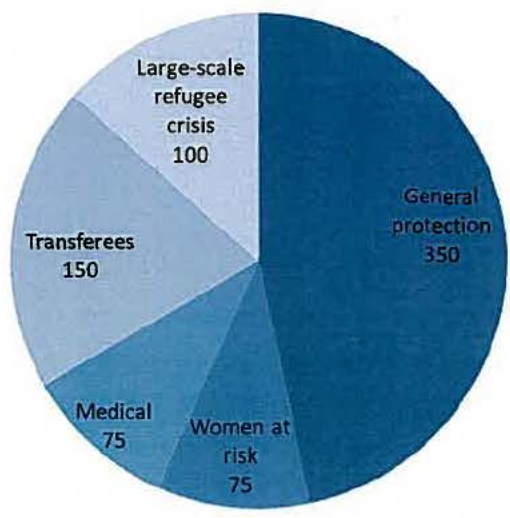
Cruel treatment is defined in the Act as cruel, inhuman or degrading treatment or punishment.

If a person can obtain effective protection from the authorities of their country or a third country, New Zealand is not obliged to protect them.

A person may be excluded from refugee status if there are serious reasons for considering that he or she has committed serious crimes such as war crimes or crimes against humanity.

Annex Two: Key details of refugee visa categories

The Refugee Quota Programme

Annual number of places	1,000 +/- 10 per cent (including the emergency intake of Syrian refugees, of which there are 250 in 2017/18)			Sub-categories within the Refugee Quota Programme: 	
Objective	To demonstrate commitment to providing protection to the most vulnerable refugees				
Selection requirements	All applicants to the Refugee Quota Programme are referred by the UNHCR (unless they are referred by Australia from a regional processing centre). They must then meet Immigration New Zealand health, security and settlement criteria.				
Regional allocation of places	Region (of asylum)	Allocation agreed by Cabinet			
		%	No.	%	No.
	Asia-Pacific	40	300	69	520
	Americas	18	135	21	160
	Transferees	20	150	0	0
	Africa	11	83	1	6
	Middle East	11	83	9	64
Settlement services provided by government	<ul style="list-style-type: none"> - Eligibility for mainstream health, education and social services - International travel to New Zealand - Six week reception programme at MRRC - 12 month in-community settlement services 				

The Refugee Family Support Category

Annual number of places	300	Who can be a sponsor?
Objective	To facilitate the successful resettlement of refugees and protected people resident in New Zealand by providing them with an opportunity to sponsor family members to residence.	RFSC sponsors must: <ul style="list-style-type: none"> - have been granted New Zealand residence on the basis of being a refugee or protected person, or as an Afghan interpreter or the partner of an Afghan interpreter; - not have previously sponsored someone who has been granted residence under the RFSC or family reunification sub-category of the refugee quota; - be in New Zealand; and - be aged 18 or over.
Selection requirements	Eligible candidates are those whose sponsor's registration has been selected from the RFSC queue. Evidence of a candidates relationship to their sponsor is required. Unlike quota refugees, people who are sponsored to come to New Zealand via that RFSC do not need to have legal refugee status. They must meet health, character and security requirements.	RFSC sponsors are divided into tier one sponsors (who have no immediate family in New Zealand) and tier two sponsors (who have immediate family in New Zealand). Each year, tier one registrations are selected to fill the 300 RFSC places. If there are not enough tier one registrations, INZ selects tier two registrations to fill any remaining places. Whether a sponsor is tier one or two will determine whether they are able to sponsor immediate or more extended family members under the RFSC.
Settlement services provided by government	<ul style="list-style-type: none"> - Eligibility for mainstream health, education and social services 	What are sponsors responsible for? <ul style="list-style-type: none"> - providing international travel for their relatives to New Zealand; and - providing accommodation for their relatives for their first two years in New Zealand.

The Community Organisation Refugee Sponsorship Category

Annual number of places	25 (the number of refugees in the 2017/18 one-off pilot intake of this category)	Who can be a sponsor? Eligible sponsoring community organisations are approved by INZ following an application process, and must: <ul style="list-style-type: none"> - be a legal entity; - have demonstrated experience of working successfully with refugee or other vulnerable people; - have the capacity and capability to deliver settlement services for sponsored refugees; and - enter into an outcomes agreement with INZ for the provision of identified settlement services to agreed standards.
Objective	To provide an alternative form of admission for refugees to complement the Refugee Quota Programme, to provide an opportunity for community organisations to engage with refugee resettlement, and to enable sponsored refugees to quickly become independent and self-sufficient.	
Selection requirements	Refugees can be referred for assessment by INZ by their sponsoring community organisation, or the UNHCR. In addition to the selection requirements of the refugee quota programme, principal applicants must meet English language and skill requirements (three years' work experience or a qualification requiring two years' tertiary study). All applicants must have an acceptable standard of health, which is the same standard required of non-refugee residence class applicants.	What are sponsors responsible for? <ul style="list-style-type: none"> - domestic travel for refugees from the Mangere Refugee Resettlement Centre to the settlement location - arrangement of privately-funded accommodation and provision of core furniture and other household goods that will be available on refugees' arrival in New Zealand - community orientation and settlement assistance and services, including connecting sponsored refugees to services they need to settle in the community (such as schooling, health services and English language classes); and - placing sponsored refugees at an early stage after arrival in meaningful and sustainable employment, provision of training for employment if necessary and provision of advice and assistance that will enable them to continue to secure employment.
Settlement services provided by government	<ul style="list-style-type: none"> - Eligibility for mainstream health, education and social services - International travel to New Zealand - Two-week reception programme at MRRC 	

Annex Three: Refugee Quota Programme assessment and screening

All refugee cases submitted by the UNHCR for consideration for resettlement in New Zealand under the Refugee Quota Programme undergo a full assessment and screening as part of the INZ decision-making process, which includes:

- on and off-shore screening and assessment – includes interview that focuses on ensuring 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) – this team also participate in the selection mission undertaking interviews on security or reputational risk for new or complex caseloads;
- security check by the SIS;
- Five Country Conference (FCC) biometric checks; and
- immigration health assessment.

Refugees who do not meet the Government's agreed Refugee Quota Programme, New Zealand's relevant immigration policies, security and FCC checks and immigration risk and health assessments are declined. Around 10 per cent of cases submitted by the UNHCR for consideration for resettlement are declined.