



## BRIEFING

### Proposed next three-year refugee and humanitarian programme

<b>Date:</b>	7 March 2016	<b>Priority:</b>	Medium
<b>Security classification:</b>	In Confidence	<b>Tracking number:</b>	2423 15-16

Action sought		
	Action sought	Deadline
<b>Hon Michael Woodhouse</b> Minister of Immigration	Note the attached paper	21 March 2016
<b>Hon Craig Foss</b> Associate Minister of Immigration	Copy attached for your information.	N/A

Contact for telephone discussion (if required)				
Name	Position	Telephone		1st contact
Christine Hyndman	Manager, Immigration Policy, MBIE	04 901 8575	S 9(2)(a)	✓
Floss Caughey	Senior Advisor, Immigration Policy	04 901 8583		

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 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 Withdrawn           |

Released under the Official Information Act 1982



## BRIEFING

### Proposed next three-year refugee and humanitarian programme

<b>Date:</b>	7 March 2016	<b>Priority:</b>	Medium
<b>Security classification:</b>	In Confidence	<b>Tracking number:</b>	2423 15-16

#### Purpose

To respond to your request of Thursday 18 February 2016 for an outline of your proposals for the next three-year refugee and humanitarian programme, to be used as a basis for discussion with your colleagues.

#### Recommended action

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

- a) **note** the attached outline of your proposals for the next three-year refugee and humanitarian programme.

*Noted*


Christine Hyndman  
**Manager, Immigration Policy**  
Labour, Science and Enterprise, MBIE

Hon Michael Woodhouse  
**Minister of Immigration**

7.3.16

..... / ..... / .....

### RESPONDING TO YOUR REQUEST

1. At your meeting of 18 February 2016, you directed the Ministry to provide a synopsis of your proposals concerning the next three-year refugee and humanitarian programme for you to discuss with colleagues.
2. We have used the title "refugee and humanitarian programme" since one of the categories is the *Refugee Family Support Category*, members of which are the relatives of refugees in New Zealand, but who do not need to be mandated refugees themselves.
3. The proposed size of the next three-year refugee programme is shown in Table One. 

S 9(2)(f)(iv)

S 9(2)(f)(iv)

S 9(2)(f)(iv)

We understand this to reflect your

views, but will amend it if required.

4.

S 9(2)(f)(iv)

5.

The benefits and risks of each of the six proposals are summarised.

6.

We have not included in the attached papers some details that may be raised by your colleagues:

S 9(2)(f)(iv)

the 750 *Refugee quota* S 9(2)(f)(iv)

S 9(2)(f)(iv)

will spend their first six weeks at Mangere Refugee Resettlement Centre (MRRC) to complete a reception programme to help prepare them for life and work in New Zealand. Up to 1,200 refugees a year can be accommodated at the MRRC, without needing to make changes to the operational management of the MRRC or expand facilities.

- We have noted the example of a mass arrival as something that could cause a spike in Convention refugee numbers. In the event of a mass arrival (a group of more than 30 irregular migrants who claim asylum), consideration would be given to the quota programme being temporarily suspended to accommodate the group at the MRRC. Any members of the mass arrival group who were granted refugee status would have their status reviewed after three years and would not be eligible to apply for residence until after that three-year period.
- Proposal 4, *offer community groups the opportunity to support a certain number of Refugees outside the quota*, provides for community groups

S 9(2)(f)(iv)

In 2015, Cabinet approved full funding for the resettlement of the 250 Syrian refugees for each of the years 2016/17 and 2017/18.

S 9(2)(f)(iv)

The Ministry is about to receive updated estimates from an external consultancy group on the cost of services for quota refugees for their first three years in New Zealand, which will impact on the cost estimates. S 9(2)(f)(iv)

S 9(2)(f)(iv)

S 9(2)(f)(iv)

These costs will be provided in the Cabinet paper and Ministers will be asked to approve any consequential financial adjustments at that point.

- Proposal 6, *Continue to respond to the Syrian crisis* refers to the 50 places each year within the refugee quota previously approved by Cabinet for large-scale refugee crisis situations. S 9(2)(f)(iv)

# PROPOSED APPROACH TO THE NEXT THREE-YEAR REFUGEE AND HUMANITARIAN PROGRAMME 2016/17 – 2018/19

## Six enhancements to the refugee and humanitarian programme are proposed

### 1. Broaden awareness of the whole of the refugee and humanitarian programme

- The refugee and humanitarian programme comprises five streams (see Attachment One)
- Broadening awareness of the whole programme would provide a more comprehensive picture of New Zealand's overall commitment to refugees, expanded from the current focus on the *Refugee quota* alone.

### 2. Allow some flexibility to adjust the numbers between streams or between years within the overall three-year total

- Although, in general, the numbers for each stream have remained stable, if there was a spike in numbers (such as from a mass arrival), other streams could be adjusted to manage the overall numbers.

### 3. Introduce a new category from 2017/18 *Refugees outside the quota* that will have new entry criteria

- In 2016/17 and 2017/18, 250 places each year have been allocated to Syrian refugees  
S 9(2)(f)(iv) [REDACTED]  
S 9(2)(f)(iv) [REDACTED] This is to allow sufficient time to make arrangements for the selection of the refugees according to the new entry criteria and build community capacity.
- The new criteria would also apply to any future *Refugees outside the quota*, if proposal 5, is agreed.
- S 9(2)(f)(iv) [REDACTED]
- The entry criteria are aimed at supporting the outcomes of the New Zealand Refugee Resettlement Strategy (the Strategy) of more self-sufficiency, better integration and less dependence on State support.
- The monitoring of the Strategy outcomes shows that 20 per cent of refugees aged 18-64 are employed two years after arriving in New Zealand. It is expected that a higher proportion of refugees granted entry under the new criteria would gain employment sooner after arrival.

4. **Offer community groups the opportunity to support a certain number of *Refugees outside the quota***

- Under the proposed community group-supported approach, community groups would share the costs and responsibilities of resettlement support for a portion of the *Refugees outside the quota* selected under the new entry criteria.

S 9(2)(f)(iv)

5. **Increase the number of *Refugees outside the quota* from zero to 250 places in 2018/19 and outyears**

- If a further 250 places in 2018/19 and outyears were approved for *Refugees outside the quota*, it would allow sufficient time for the new entry criteria and the community-group approach to be tested.
- The overall size of the refugee and humanitarian programme would increase in 2018/19 to the same number - 1,475 - as the previous two years.

6. **Continue to respond to the Syrian crisis**

- The Syrian crisis is likely to persist for some time and other Five Country Conference countries have committed to taking large numbers of Syrian refugees.

S 9(2)(f)(iv)

- There are also 50 places within the Refugee quota each year previously approved by Cabinet for large-scale refugee crisis situations that could continue to be used to resettle more Syrian refugees for this next three-year period, if Cabinet wished.

## Attachments

Attachment One: New Zealand's refugee and humanitarian programme 2016/17 -2018/19 (Proposed)

Attachment Two: Benefits and risks of the six proposed enhancements

# Attachment One: New Zealand's refugee and humanitarian programme 2016/17 – 2018/19 (Proposed)

Financial year	Refugee quota		Refugees outside the quota	Convention refugees	Refugee Family Support Category
	UNHCR-referred refugees	Transferees			
2016/17	600	150	250	175	300
2017/18	600	150	250	175	300
2018/19	600	150	250	175	300
	<p>Priority protection places including general protection, women at risk, medical/disabled refugees.</p> <p>Includes 50 places for large-scale refugee crisis situations approved in 2013.</p>	<p>While Australia has so far not taken up New Zealand's offer to resettle refugees subject to Australian offshore processing legislation (transferees), the offer is still "on the table." If not needed by Australia, the places are used for UNHCR-referred refugees.</p>	<p>This would be a new category of refugees outside the Refugee quota with specific entry criteria.</p> <p>The new entry criteria would apply from 2017/18. It is proposed that 250 places be approved for 2018/19 and out-years (see proposal 5 next page).</p>	<p>Asylum claims are decided on a case by case basis – an estimated 125 – 175 each year.</p>	<p>Family members of refugees in New Zealand. They do not need to be mandated refugees.</p>

Official Information Act 1982

# Attachment Two: Benefits and risks of the six proposed enhancements

Proposed changes	Benefits	Risks
<p>1. Broaden awareness of the whole refugee programme by renaming the larger stream</p>	<p>Provides a more comprehensive picture of New Zealand's overall commitment to providing protection of refugees and their families.</p>	<p>S 9(2)(f)(iv)</p>
<p>2. Allow more flexibility to adjust numbers between streams or between years</p>	<p>Provides assurance that the overall number of refugees granted residence in New Zealand is manageable.</p>	<p>If the numbers granted residence had to be reduced downwards in future years to take account of a mass arrival, for example, it may be perceived as New Zealand reducing its commitment to the <i>UNCHR-referred refugees</i>.</p>
<p>3. Introduce new entry criteria for <i>refugees outside the quota</i> from 2017/18</p>	<p>Supports achievement of the outcomes of the New Zealand refugee resettlement strategy (more self sufficiency, better integration and less dependence on State support).</p> <p>These refugees are more likely to get jobs sooner after arrival and their English proficiency will help them more quickly participate in the community.</p>	<p>s 9(2)(f)(iv)</p> <p>s 9(2)(g)(i)</p>
<p>4. Offer community groups the opportunity to take a greater role in supporting a certain number of <i>refugees outside the quota</i></p>	<p>Supports bonds between refugees, community-based organisations and local communities.</p> <p>Provides a shared model to possibly expand the refugee programme in the future, with community groups undertaking responsibility for some aspects of settlement while refugees remain eligible for publicly funded services.</p>	<p>The willingness and capacity of community groups to take on a greater responsibility for (and cost of) refugee resettlement has yet to be tested</p> <p>s 9(2)(g)(i)</p> <p>But the Syrian crisis has raised awareness of refugee issues and the response is likely to be positive.</p>
<p>5. Increase the number of places for <i>Refugees outside the quota</i> from zero to 250 for 2018/19 and outyears</p>	<p>Would allow sufficient time for the new entry criteria and the community-group supported approach to be tested.</p> <p>The size of the refugee programme would increase in 2018/19 to the same number – 1,475 – as the previous two years and demonstrate New Zealand's continued commitment to refugee protection.</p>	<p>There would be associated ongoing fiscal costs from 2018/19 for the resettlement of 250 refugees each year. The proposed increase may not satisfy refugee advocates who have been calling for a larger increase. However, the maximum the Māngere Refugee Resettlement Centre can take each year is 1,200 without requiring expansion of facilities. The <i>refugee quota</i> (750) and the <i>Refugees outside the quota</i> (250) combined total 1000.</p>
<p>6. Continue to respond to the Syrian refugee crisis by:</p> <ul style="list-style-type: none"> <li>• S 9(2)(f)(iv)</li> <li>• Considering the allocation of the 50 annual places available within the quota to Syrian refugees for each of the next three years.</li> </ul>	<p>Would demonstrate New Zealand's humanitarian response and willingness to share the global refugee burden.</p> <p>May mitigate criticism that the new entry criteria are undermining New Zealand's humanitarian response.</p>	<p>There may be concerns about the possible security risk but New Zealand's stringent security checks of Syrian refugees mitigate that risk.</p> <p>There may be complaints that New Zealand's response to the Syrian refugee crisis is inadequate when compared with peer countries. These could be addressed if 50 places annually approved for large-scale refugee crisis situations were allocated to more Syrian refugees in each of the next three years.</p>