

Mapping of refugee resettlement schemes

Helen West and Róisín Plunkett

Education Development Trust

April 2018

Question

What are the resettlement efforts of the following countries? The US, Canada, Australia, Germany, Sweden, Norway and France.

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1. Overview

A range of refugee resettlement efforts take place across all of the countries covered in this report. Common themes include the accepting of Syrian refugees for resettlement, collaboration with (but not always limited to) the United Nations High Commissioner for Refugees (UNHCR) to identify eligible entrants, the existence of government-led national schemes and the presence of integration and settling services. Differences exist in the presence of private sponsorship and community-led schemes, eligibility criteria and country priorities.

Reflecting the structure of the report and in tabular format, a summary of comparative findings is below. The main body of the report is then organised on a country-by-country basis.

Key comparative findings

- Overview of refugee resettlement schemes 2013-2018

Type and number of resettlement programmes per country

Country	Government-led	Private sponsorship	Community-led	Total
US	1 (with 8 sub-schemes)	0	0	1
Canada	2 (one is a combination of government-led and private sponsorship)	1	0	3
Australia	1	1 (combination of the two)		2
Germany	3	1	0 ¹	4
Sweden	1	0	0	1
Norway	1	0	0	1
France	3	0	0	1

Source: Author's own

- Summary of resettlement activities under each scheme

Country	Cultural induction	Accommodation provided	Language support	Support with access to local services (education, employment, medical care)	Length of time of support offered
US	✓	✓	✓	✓	30-90 days after arrival

¹ Such schemes appear to exist but insufficient information was found to include them in this report.

Canada	✓	✓	✓	✓	Information not readily available
Australia	✓	✓	✓	✓	Up to five years depending upon eligibility
Germany	✓	✓	✓	✓	Information not readily available
Sweden	✓	✓	✓	✓	Two-year programme
Norway	✓	✓	✓	✓	Up to five years
France	✓	✓	✓	✓	Information not readily available

Source: Author's own

- **Overall asylum application figures per annum**

Country	2013	2014	2015	2016	2017	2018*
US	66,888	94,788	134,730	203,531	199,100	12,467
Canada	9,134	12,350	14,887	22,758	29,532	117
Australia	10,999	8,211	11,549	27,202	26,375	0
Germany	108,996	172,514	441,364	721,778	180,863	12,861
Sweden	53,364	74,259	155,583	21,641	20,689	1,692
Norway	12,557	10,238	30,029	2,872	2,888	0
France	59,884	58,404	73,742	70,240	74,180	0

- Figures as of 27.03.2018. Source: UNHCR data compiled from country tables in report.

- **Numbers resettled 2013-2018**

UNHCR resettlement data

Country	2013	2014	2015	2016	2017	2018*
US	47,750	48,911	52,583	78,340	24,559	2,361
Canada	5,113	7,233	10,236	21,838	8,912	928
Australia	11,117	6,162	5,211	7,502	4,027	198
Germany	1,092	3,467	2,097	1,229	3,005	643
Sweden	1,812	1,812	1,808	1,864	3,346	447
Norway	938	1,188	2,220	3,149	2,799	331
France	100	378	700	1,328	2,505	348

* Figures as of 28.02.18. Source: UNHCR data compiled from country tables in report.

- **Resettlement eligibility criteria**

Countries using additional eligibility criteria to the UNHCR criteria

Country	Additional Eligibility Criteria
US	✓
Canada	✓
Australia	✓
Germany	✓
Sweden	×
Norway	✓
France	×

Source: Author's own

In addition to the UNHCR vulnerability and eligibility criteria for resettlement, the US, Canada, Australia, Germany and Norway (depending on the type of scheme) use additional eligibility criteria. Common criteria among the five countries include:

- The degree of persecution/and or discrimination that the applicant may be subject to in their home country
- An evident commitment to integration and self-sufficiency
- The country's capacity for resettlement.

- **Cost of resettlement schemes and support provided to resettled individuals**

As can be seen from the table below, the costs per scheme contain differing levels and types of information and, as such, direct comparisons cannot be made.

Country	Costs available	Costs covered
US	✓	Services e.g. medical services, preventative health, victims of trafficking and torture, social services.
Canada	✓	Aid to UNHCR in identifying refugees, investment in integration services, cost of financing the resettling of 25,000 refugees.
Australia	✓	Estimation of the cost of the scheme per year, with some additional costs for the Community Support Programme.
Germany	✓	Cost per scheme per year 2013-2018.
Sweden	✓	Very brief estimation of resettlement costs/year
Norway	✓	Cost of resettlement per person 2013-2016
France	×	Information not readily available.

Source: Author's own

Limitations

There are both information and data limitations in this report. Some country sections (e.g. US, Canada, Germany) contain more detail than others (e.g. Sweden, Norway and France). With this review having been desk-based, a lack of detail does not necessarily mean that certain schemes lack depth or development, but that the information is not readily available either in general or in English. One requested section; 'resettlement as a proportion of GDP/population/refugee acceptance', has not been included because it was not possible to find the data within the time limits.

There have also been significant data challenges. Country figures provided by the UNHCR do not always correlate with the individual country figures. This may be due to country schemes operating their own programmes which are not covered by UNHCR statistics, resettlement submissions not being actioned until the following year or the dates used by countries differing (by financial year for example). Therefore, whilst UNHCR asylum and resettlement figures have been used for each country to enable direct comparison, it is unlikely that these figures are comprehensive. Where possible, resettlement data by scheme (ideally government figures) has been included in addition to UNHCR data, although not all years are covered by each country and conflicting data also exists depending upon the source used. 2018 UNHCR country data is also being updated monthly; the data in this report is up to date as of either 28.02.18 or 27.03.18 and is referenced as such.

Due to the scope of this report and data available, gender has not been explored as a separate theme. However, gender is mentioned as part of eligibility criteria for a number of countries where priority may be given to women and girls in general and/or boys and men who are vulnerable due to their sexual identity (e.g. Norway).

2. US

2.1 Overview of refugee resettlement schemes 2013-2018

The resettlement programme in the US is implemented by both US governmental agencies and non-governmental organisations (NGOs) in coordination with the UNHCR. It is therefore a combination of a government and community-led scheme.

Government-led national schemes

United States Admissions Programme (USRAP)

This programme works as a public-private partnership, between the federal government and nine Resettlement Support Centres (RSC) which work in conjunction with local community partners to provide a range of services to refugees overseas and across the US. Partners include:

- Church World Service
- Ethiopian Community Development Council
- Episcopal Migration Ministries
- Hebrew Immigrant Aid Society
- International Rescue Committee
- Lutheran Immigration and Refugee Service

- US Committee for Refugees and Immigrants
- United States Conference of Catholic Bishops/Migration and Refugee Services
- World Relief (UNHCR, 2018b)

The Division of Resettlement Services² within the Office of Refugee Resettlement (ORR) provides monetary assistance in the form of grants issued by the state to several schemes that support the resettlement and long-term integration of refugees. The initiatives are as follows:

- Preferred Communities
- Voluntary Agencies Matching Grant Programme
- Refugee Agriculture Partnership
- Individual Development Accounts
- Microenterprise Development
- Microenterprise Development - Home-Based Child Care
- Ethnic Community Self-Help Programme
- Supplemental Services to Newly Arriving Refugees

These programmes are then supported and managed by the RSCs which hold national offices within various states. Further information is available via <https://www.acf.hhs.gov/orr/refugees>

2.2 Summary of resettlement activities under each scheme

For USRAP, following the initial security checks taken by the United States Citizen and Immigration Services, the State Department allocates individual cases to one of the nine voluntary resettlement agencies.

Before arriving in the US, refugees are required to undertake a one to five-day cultural immersion programme which enables them to hear about previous experiences of refugees who have recently been resettled. This programme is carried out by the resettlement agencies at sites located across the world. For those whom language is a barrier and, in a bid to narrow the information gap, video presentations are made available. Furthermore, families are equipped with a welcome pack which presents a comprehensive guide to the resettlement process (UNHCR, 2017:8).

RSCs are responsible for ensuring that those being resettled have sufficient access to accommodation, clothing and food³. The services provided by the centres also include supporting access to schooling, health benefits, employment, language training and legal documentation. This is for a minimum of thirty days and refugees can request further assistance for up to ninety days following their arrival in the US (UNHCR, 2017:9).

² The Division of Resettlement Assistance provides guidance on the government-led scheme and delivers additional programmes and services. Further information is available at <https://www.acf.hhs.gov/orr/resource/divisions-refugee-assistance>

³ According to UNHCR this should be enough to cover them for a minimum of 30 days following their arrival in the US (UNHCR Resettlement Handbook, US Chapter, 2011:9).

2.3 Overall asylum application figures per annum

2013	2014	2015	2016	2017	2018
66,888	94,788	134,730	203,531	199,100	12,467*

* Figures as of 27.03.2018. Source: UNHCR (2018a)

2.4 Numbers resettled 2013-2018

Total numbers through UNHCR's resettlement programme

2013	2014	2015	2016	2017	2018
47,750	48,911	52,583	78,761	24,559	2,361*

* Figures as of 28.02.18. Source: UNHCR (2018c)

Total numbers according to Migration Policy Institute (only available up to 2017)

2013	2014	2015	2016	2017
69,926	69,987	69,933	84,995	53,716

Source: Migration Policy Institute (2018)

Note that although 10,000 places were promised under the Obama administration in 2017, this number has been capped at 45,000 by the current Trump administration (IRC, 2018).

2.5 Resettlement eligibility criteria

In addition to the vulnerability and eligibility criteria outlined by the UNHCR, the US government stipulates that applicants must satisfy the following criteria:

- Qualify as a "refugee" under Section 101(a) (42) of the US Immigration and Nationality Act
- Be of special humanitarian concern as specified by the US president
- Adhere to the terms of refugee resettlement as stipulated by US law
- Not have permanent residency in any foreign country (UNHCR, 2017:3).

In addition, those eligible for consideration of refugee resettlement under the President's special humanitarian recommendation are determined under the USRAP Priority system (USDS, 2018:7-10).

The following priorities came into effect for the Fiscal Year 2017⁴

- Those identified by UNHCR, US Embassy or other official agencies that are in immediate danger or at risk. This is open to individuals of all nationalities.
- Religious groups/ethnic minorities, or those escaping conflict/crises.
- Those of specific nationalities who seek to be reunited with their families in the US (UNHCR, 2017:3-4).

2.6 Cost of resettlement schemes and support provided to resettled individuals

Refugee Resettlement Funding (millions of USD)

Services	2013	2014	2015	2016	2017
Transitional cash/medical services	\$401.1	\$391.5	\$383.3	\$532.0	\$490.0
Social services	\$149.9	\$149.9	\$149.9	\$170.0	\$155.0
Targeted assistance	\$47.6	\$47.6	\$47.6	\$52.6	\$47.6
Preventive health	\$4.6	\$4.6	\$4.6	\$4.6	\$4.6
Victims of trafficking	\$9.3	\$13.8	\$15.8	\$18.8	\$18.8
Victims of torture	\$10.7	\$10.7	\$10.7	\$10.7	\$10.7
Unaccompanied alien children	\$376.1	\$911.8	\$948.0	\$892.4	\$1,414.6
Total	\$999.4	\$1,529.9	\$1,559.9	\$1,681.1	\$2,141.3

Source: Bruno (2017:10)

According to the UNHCR (2017), the resettlement centres to which refugees are assigned receive the funds from the US government. This amounts to USD \$925 per person which must be spent directly on behalf of the refugee. These funds contribute towards funding refugee's rent and/or other necessities. A portion of it can be given directly to refugees in cash. Refugees can also apply to receive public benefits - either cash or food assistance - to help them cover their expenses. The level of benefits varies by state (UNHCR, 2017:11-12).

⁴ 1st October 2016-30th September 2017

At least 40% of the budget proposed for refugee resettlement in the US is directly allocated to individual states to provide integration services and social assistance. Each state receives federal funds based on the number offshore refugees accepted and allocates the funding through a state-run office, non-profit organisations or a public-private partnership (OECD, 2017:2).

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3. Canada

3.1 Overview of refugee resettlement schemes 2013-2018

Canada has three resettlement schemes:

- Government Assisted Refugee (GAR) Programme
- Blended Visa Office Referred Refugee (BVORR) Programme
- Private Sponsored Refugee (PSR) Programme

Government-led national schemes

Government Assisted Refugees (GAR) Programme

Through GAR, migrants receive financial support for up to a year from the moment they arrive in Canada. This support covers the provision of accommodation, clothing and food as well as assistance in seeking employment opportunities.

This support is provided through what are known as Service Provider Organizations (SPOs), which are located throughout Canada and work within the Resettlement Assistance Programme (RAP).

There are two types of financial assistance under the GAR Programme:

- Immigration Loans: to access healthcare abroad, solicit travel documents and pay for travel to Canada
- Resettlement Assistance: to meet the refugee on arrival and provide temporary accommodation and support in securing permanent housing and basic household amenities as well as enabling the refugee to adapt to life in Canada.

Vulnerable refugees who require special assistance when seeking to resettle are assisted under the Joint Assistance scheme (JAS) which lies within the GAR programme. Through this scheme they are partnered with sponsoring organisations and entitled to income support and access to specialised social services (ICMC Europe, 2017:14).

Blended Visa Office-Referred Refugee (BVORR) Programme

This model was launched in 2013, and differs from the Private Sponsored Refugees Programme format in that instead of the sponsor having the choice of who they wish to sponsor, a refugee is identified and then referred through the UNHCR. They are then paired with a sponsor by the government. In addition, as opposed to the sponsor being solely responsible for supporting the refugee for 12 months, through the BVORR programme this is managed by both the sponsor and the government with each party covering a period of six months (ICMC Europe, 2017:14).

Private sponsorship schemes

Private Sponsored Refugees (PSR) Programme

An estimated 46% of refugees resettled in the last few years in Canada have been privately sponsored ICMC Europe (2017:13).

Refugees resettled through the PSR programme are funded by groups or individuals who have agreed to sponsor them and support them in adapting to their new lives in Canada. This support includes sourcing accommodation, ensuring emotional and social wellbeing and the provision of clothing (Government of Canada, 2017c).

Approximately 75% of private sponsors are associated with faith-based, community or educational organisations, humanitarian NGOs as well as ethnic groups also play a vital role in the PSR programme (ICMC Europe, 2017:13). As with the GAR programme, this sponsorship is available for up to a year from the moment the refugee arrives in Canada. This period can be extended if the refugee has additional special needs (UNHCR, 2018c:2).

3.2 Summary of resettlement activities under each scheme

All programmes

Upon arriving in Canada refugees are received by their sponsors or local Service Provider Organisation (SPO) and are equipped with the necessities. Those who have chronic health conditions are entitled to treatment under the Interim Federal Health Programme until they are eligible to receive regional health benefits (Government of Canada, 2017:13). This is usually 90 days following their arrival in country. To receive medical assistance, they are required to complete initial forms which the SPO can assist with (UNHCR, 2018c:14).

All GAR and PSR are eligible for loans to ease the cost of resettlement within the first year. Those who have been identified as having special/additional needs receive additional financial contributions, instead of loans, to cover the costs of travel. Between November 2015, and February 2016, the Canadian Government paid for all Syrian refugees and displaced persons to travel to the country. Between March and December 2016 those arriving through the Government-Assisted and Blended Visa Office-Referral programmes could have their loans relinquished. Refugees who did not fall under those categories were eligible for interest-bearing loans which helped contribute towards the costs of overseas travel and resettlement in Canada (UNHCR, 2018c:12).

Free English and French classes (under the Canadian Government-funded language training) are available to resettled refugees (UNHCR, 2018c:15).

Resettled refugees seeking employment opportunities are skills matched with potential employers, and to ensure successful integration within the work place and among the workforce, efforts are made to encourage intercultural awareness. This is fostered through sporting and outdoor activities, mentoring/peer support, conversation classes and internships (UNHCR, 2018c:16).

3.3 Overall asylum application figures per annum

2013	2014	2015	2016	2017	2018
9,134	12,350	14,887	22,758	29,532	117*

* Figures as of 27.03.2018. Source: UNHCR (2018a)

3.4 Numbers resettled 2013-2018

Total numbers

2013	2014	2015	2016	2017	2018
5,113	7,233	10,236	21,865	8,912	928*

* Figures as of 28.02.18. Source: UNHCR (2018b)

Numbers per scheme between November 2015 – January 2017

Per scheme	November 2015-January 2017
Government Assisted Refugee Programme	21,876
Private Sponsored Refugee Programme	14,274
Blended Visa	3,931
Total	40,081

Source: Government of Canada (2017a:17)

3.5 Resettlement eligibility criteria

To be eligible for refugee resettlement in Canada you must be referred through the UNHCR or through an individual/group who have agreed to be a private sponsor.

There are two categories which the refugee must fall under:

- Convention Refugee Abroad Class: those who are outside of their home country and are unable to return due to fears of political/racial/religious/sexual orientation persecution.
- Country of Asylum Class: refugees who are outside of their home country and are escaping conflict or war-torn states and have subsequently been denied their human rights (Government of Canada, 2017b)

There are also additional eligibility criteria to qualify for resettlement through the Joint Assistance Scheme (this scheme lies within the Government-Assisted Refugee Programme and is aimed at the most vulnerable refugees). Refugees must:

- Be considered either Convention Refugees Abroad Class or Country of Asylum Class.
- Be able to demonstrate that their need for settlement assistance is greater when compared with other GARs due to 'exceptional resettlement needs'⁵.

Those applying for resettlement must demonstrate willingness to become self-sufficient within the first five years. For example, on arrival skills and qualifications, evidence of in-country family/sponsor and language skills (particularly English and French) are taken into consideration by visa officers to determine such self-sufficiency. Furthermore, each applicant must successfully undergo a standard medical examination as well as criminal and security background checks (UNHCR, 2018c:4-5).

In addition to vulnerable cases put forward by the UNHCR, Canada has its own initiative to support refugees it considers to be at risk. The Urgent Protection Programme (UPP) applies to those who seek urgent protection because their lives are at immediate risk. As these are considered emergency cases involving urgent medical examinations, the process of resettlement is expedited. Similarly, due to the severity of some of these cases, Canada would consider issuing permanent residence visas. However, this is not always possible given the limited time-frame, therefore UPP

⁵ These needs are outlined via the Government of Canada website at <https://www.canada.ca/en/immigration-refugees-citizenship/corporate/publications-manuals/guide-private-sponsorship-refugees-program/section-3.html#a3.1>

applicants are often granted temporary residence visas and then once all the necessary checks have been processed they can apply for a permanent residence one (UNHCR, 2018c:8).

3.6 Cost of resettlement schemes and support provided to resettled individuals

Type of cost	Cost (Canadian dollars)
Estimation of the cost of resettling 25,000 additional refugees over 6 years from 2014/15 (OECD, 2017:2)	\$510 million
Actual investment in refugee resettlement and integration support programmes between 2015-2016 (NAO, 2016:17).	\$319 million
Actual aid to UNHCR to support the identification of refugees for resettlement in 2015 (NAO, 2016:17).	\$100 million
Cost of sponsoring a refugee through the Private Sponsored Refugee Programme (ICMC Europe, 2017:14).	\$12,600 for an individual refugee \$29,700 for a family of five

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4. Australia

4.1 Overview of refugee resettlement schemes 2013-2018

Government-led national schemes

Australia resettles refugees by granting humanitarian visas through its government-led offshore resettlement scheme, which forms part of the country's humanitarian programme (UNHCR, 2016:2). Under the offshore scheme there are two categories: the Refugee category and the Special Humanitarian Programme (SHP).

Refugee category: This category is for those who are subject to persecution in their home country, with the majority being identified and referred to Australia by UNHCR. Within this category are four sub-categories: Refugee, In-country Special Humanitarian, Emergency Rescue and Woman at Risk. Permanent residence visas are granted (UNHCR, 2016:3).

Special Humanitarian Programme (SHP): This programme is for those outside of their home country whose human rights have been grossly violated in their home country. Applications must be supported by a proposer; "an Australian citizen permanent resident or eligible New Zealand citizen, or an organization that is based in Australia" (UNHCR, 2016:3). Applicants are not necessarily identified or referred by UNHCR. Permanent visas are granted.

Private sponsorship / community-led schemes

Community Support Programme (formerly known as the Community Proposal Pilot): Through the CSP, which launched in June 2013⁶, local communities and businesses, together with the support of families and individuals, can recommend and support applicants for the issue of humanitarian visas for resettlement as well as provide employment opportunities and help them settle into life in Australia. However, they must be able to demonstrate to the Australian Proposing

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<https://www.righttoknow.org.au/request/3206/response/9443/attach/5/Attachment%20C%20FA%20170300312%20Documents%20released.pdf>

Organisation (APO⁷) that they are suitable candidates for ensuring that new arrivals become financially independent within their first year (Department of Home Affairs 2018a).

4.2 Summary of resettlement activities under each scheme

Government offshore scheme

Before arriving in Australia, Refugee and SHP visa holders are invited to attend a five-day cultural orientation programme in their country of origin. Topics covered include “the government, geography and climate; cultural adjustment; travel to Australia and settling in, health care; education; finding employment; housing; transport; Australian law and money management” (UNHCR, 2016:9-10).

Upon arrival, the resettlement support offered depends upon whether the refugee is a skilled migrant or has arrived as a humanitarian entrant. The former is expected to do much of their own research and settle in without high levels of support, although they are entitled to all mainstream services, including the Adult English Migrant Programme. Humanitarian entrants may be offered intensive support through the national Humanitarian Settlement Service (HSS) for up to twelve months (UNHCR, 2016:10-11). In exceptional circumstances (for example, for those with significant mental and/or physical health conditions), SHP entrants may also be offered specialised care through the Complex Case Support (CCS) programme for up to five years after arrival (UNHCR, 2016:13).

Other resettlement activities for humanitarian and eligible entrants include:

- Settlement Services Grants (examples of support include employment workshops, driver education support, youth camps and mentoring services).
- Language training and support (including translation and interpreting). The Adult Migrant English Programme provides eligible entrants with up to 510 hours of English language tuition during their first five years in Australia, and also offers an English Language Training for Employment course (UNHCR, 2016:13-140).

Community Support Programme (CSP)

Entrants under the CSP have all costs covered by the Approved Proposing Organisation (APOs are community organisations who have a Deed of Agreement with the Australian Government to propose applicants for Refugee and Humanitarian visas) and are not eligible for HSS services (UNHCR, 2016:12).

⁷ There are 11 APO's within the CSP. Further information can be found via <https://www.homeaffairs.gov.au/trav/refu/offs/community-support-programme>

4.3 Overall asylum application figures per annum

2013	2014	2015	2016	2017	2018
10,999	8,211	11,549	27,202	26,375	0*

* Figures as of 27.03.2018. Source: UNHCR (2018a)

4.4 Numbers resettled 2013-2018

2013	2014	2015	2016	2017	2018
11,117	6,162	5,221	7,502	4,027	324*

* Figures as of 28.02.18. Source: UNHCR (2018b)

Offshore Humanitarian Visa grants per annum and per scheme 2012/13-2015/16

Category	2012-2013	2013-2014	2014-2015	2015-2016
Refugee category	12,012	6,501	6,002	8,284
Special Humanitarian Programme	503	4,515	5,007	7,268
Total	12,515	11,016	11,009	15,552

Source: Department of Home Affairs (2018e)

4.5 Resettlement eligibility criteria

Offshore resettlement scheme

As well as satisfying the criteria of persecution and/or significant discrimination, the following factors are taken into account:

- “The degree of persecution or discrimination the applicants are subject to in their home country (such as individual discrimination or other physical harm)
- The extent of an applicant’s connection to Australia
- Whether there is any other suitable country, other than Australia, able to provide for the applicant’s settlement and protection from persecution
- Australia’s resettlement capacity” (UNHCR, 2016:4).

Community Support Programme (CSP)

Those who are resettled under the CSP, in addition to satisfying the above criteria for the offshore scheme, must:

- Be aged between 18-50
- Have functional English language
- Have an offer of employment and/or skills and attributes to enable them to be work-ready upon arrival in Australia
- Be residing in a resettlement priority country (Department of Home Affairs 2018b).

4.6 Cost of resettlement schemes and support provided to resettled individuals

There is no conclusive data relating to the total expenditure of Australia's resettlement scheme. According to a report by UNICEF Australia (2016:4), the offshore resettlement scheme costs the Australian taxpayer an estimated AUD \$400,000 every year. Regarding the CSP and according to information available via the Australian Government, the initial cost of the CSP visa application is AUD \$2,680, with an additional AUD \$16,444 for the primary applicant and AUD \$2,680 per family member before the visa is issued (Department of Home Affairs, 2018b).

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5. Germany

5.1 Overview of refugee resettlement schemes 2013-2018

Four routes have been used by Germany to accept persons on humanitarian grounds in addition to asylum procedures. These are:

- The resettlement programme
- The Humanitarian Admission Programme
- The Admission Procedure for Afghan Local Staff
- Privately sponsored programmes (Grote, J. et al, 2016:5).

Government-led national schemes

Resettlement programme

Germany's resettlement programme between 2012-2014 was undertaken in cooperation with UNHCR and co-financed by the European Union, with 800 places allocated per year. In 2016 all 800 allocated places came from the MENA region with those from Turkey, Lebanon, Egypt and Sudan being eligible (German Caritas Association, 2018a). In 2016/2017 Germany also resettled 1,600 refugees as part of the EU resettlement programme. Resettled refugees receive a residence permit issued for three years, although the assumption is that residence will be permanent (Grote et al., 2016:5).

Humanitarian Admission Programmes Syria (HAP Syria)

The current HAP, decided by the German Federal Ministry of Interior in January 2017, is open until December 31st, 2018 and is open to Syrian refugees in Turkey. 500 eligible refugees can be resettled every month. Before this HAP came three other Syria HAP rounds, which enabled a total of 20,000 Syrian nationals residing in Syria's neighbouring countries, Egypt or Libya to be resettled in Germany between 2013-2015. A key difference between humanitarian admission programmes and resettlement programmes is that admissions are assumed to be temporary, with the expectation that those resettled will return to their country once it is safe to do so. Permits are therefore issued for two years with an option to renew (Grote et al., 2016:5-6).

Admission Procedure for Afghan Local Staff

This procedure has been in place since 2013 and is offered to local Afghan employees of German public agencies who are at risk due to their employment. Individuals are assessed on an individual basis after filing a notification that they are at risk and, if successful, admission is granted to both the individual and their nuclear family. Residence permits are issued for two years with an option to renew, and after five years a permanent residence title may be given (Grote et al., 2016:6).

Private sponsorship schemes

Privately sponsored admission programmes for Syrians implemented by federal states

Following directions of the federal parliament in 2013, 15 out of 16 federal states (apart from the Bavaria state) developed additional admissions programmes to enable vulnerable Syrian refugees to enter Germany. Through three humanitarian admission programmes active between 2013-2015, 20,000 Syrian nationals have entered Germany (German Caritas Association, 2018). Admitted persons are issued with a residence permit for two years with the option to renew it.

For more details about the structure of the programme see Grote et al., 2016: 41-43 and for further information on the key characteristics of each of the above schemes, refer to Grote et al., 2016:14,16,18.

5.2 Summary of resettlement activities under each scheme

Resettlement and Humanitarian Admissions Programmes (HAP Syria)

Under these programmes the following activities take place:

- Incoming persons are first accommodated in reception centres which, along with subsistence, is paid for by the federal states.
- Initial counselling is offered.
- A five-day 'Guide to Germany' is offered. This includes language classes and information on living in Germany.
- Childcare facilities exist for children along with preparation courses for attending public school.
- Following an initial stay in the reception centre, the refugees are taken to their host location where they are supported to file applications for a residence title, health insurance and a bank account and also register for an integration course. Pre-school children are enrolled in childcare centres and older children enrolled in school. (Grote et al., 2016:27)

Admission Procedure for Afghan Local Staff

- Afghan staff members are met at the airport and taken to their accommodation rather than being temporarily housed in reception centres. After this the procedure is largely the same as that for the resettlement and HAP programmes.
- In addition, the Federal Ministry for the Interior and the Defence offer a mentoring programme through which mentors support the Afghan local staff with the integration process, including daily issues as well as administrative tasks (Grote et al., 2016:27).

Summary of services offered upon arrival

Service offered	Resettlement	Humanitarian Admissions Programme (HAP) Syria	Admission Procedure for Local Afghan Staff
Airport pick-up	✓	✓	✓
Provision of temporary documentation	✓	✓	✓
Food	✓ Meals are provided and refugees receive an additional one-off 20euros.	✓ Meals provided if in reception centres. Pocket money for additional needs also provided.	✓
Lodging	✓ For 14 days in the reception centres.	✓ Either in reception centres or by relatives.	✓
Clothing	✓ Second hand clothing provided by welfare organisations.	✓/× Clothing upon arrival if necessary but financial support received to buy clothes.	✓/× Clothing if there is a clothing storage unit, but the financial means to buy clothes is provided if not.
Medical examination	× Undertaken before entry.	× Undertaken before entry.	× Undertaken before entry.
Other forms of health care	✓	✓	✓
Interpretation services upon arrival	✓	✓	× Not usually necessary.

Source: Summarised from Grote et al., (2016:28-30)

5.3 Overall asylum application figures per annum

2013	2014	2015	2016	2017	2018
108,996	172,514	441,364	721,778	180,863	12,861*

* Figures as of 27.03.2018. Source: UNHCR (2018a)

5.4 Numbers resettled 2013-2018

Total numbers through UNHCR's resettlement programme

2013	2014	2015	2016	2017	2018

1,092	3,467	2,097	1,229	3,005	643*
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* Figures as of 28.02.18. Source: UNHCR (2018b)

Per annum and per scheme

Scheme/Year	2013	2014	2015	2016	2017
Resettlement	293	321	481	1,600 total quota	
Humanitarian Admissions Programme Syria	1,879	9,926	7,147		
Admission Procedure for Local Afghan Staff	67	946	1,025	A total of 2,523 had entered Germany under this scheme by 22/06/2016	
Privately sponsored admission programmes	21,500 persons were granted visas to enter Germany between 2013 and 2015.				

Source: Summarised from Grote et al., (2016)

5.5 Resettlement eligibility criteria

Resettlement

There are no set criteria and therefore eligibility criteria have differed from programme to programme. However, those admitted must have been recognised by the UNHCR as beneficiaries of international protection: the UNCHR puts forward proposed persons and the Federal Office for Migration and Refugees makes the final decision (Grote et al., 2016:5). When a humanitarian mission is announced the target population/numbers to be admitted are set by decrees or admission directives from the Federal Ministry of the Interior. Past criteria have included:

- “Preservation of family unity (if the family members are staying in the country from which the person is to be admitted),
- Family or other ties in Germany conducive to integration,
- The 'integration potential', determined by level of school and occupational training, work experience, language skills, religious affiliation, age,
- Degree of vulnerability
- Survivors of violence and / or torture,
- Children and adolescents at risk; and
- Unaccompanied minors” (Grote et al., 2016:24-25)

Humanitarian admission programmes

The criteria for the HAP Syria schemes, although remaining the same for each programme, have been weighted differently according to the round.

HAP criteria:

- Humanitarian criteria. This included children in special need of protection, with their parents or legal guardians, women and girls at risk, people with medical needs, members of religious minorities subject to specific religious persecution” (NAO, 2016:18). Note that those identified were not necessarily registered as refugees by UNHCR but were considered by the German state to be vulnerable (NAO, 2016:17).
- Links to Germany.
- Ability to contribute to reconstruction of the country of origin after the end of the conflict.

In the two HAP rounds between 2014 and 2015, Syrian families in Germany could refer their relatives, as well as some Syrians being selected based upon their potential to contribute to the post-conflict reconstruction process in Syria (NAO, 2016:18). Relatives in Germany had to provide proof that they could financially support (provide accommodation and living costs for up to five years) those they were nominating for selection and at least one of the following criteria also had to be met:

- “Links to Germany (Family links, previous visits, etc.)
- Humanitarian criteria (vulnerable children with parents, medical needs, women-at-risk etc.)
- Ability to contribute to reconstruction of the country of origin after the end of the conflict” (German Caritas Association, 2018c).

Privately sponsored admission programmes for Syrians implemented by federal states

The resettlement eligibility criteria vary by state. Out of the 15 participating states, Berlin, Thuringia, and North Rhine-Westphalia accepted individuals who were not Syrian nationals, including stateless Kurds and Palestinians from Syria. However, the other states allowed Syrian nationals only. Limiting entry to relatives of first and second degree refers to parents, spouses, children and grandparents, hence cousins, aunties, uncles were not eligible. Furthermore, to be eligible vulnerable persons had to be already living in Syria or a neighbouring country (Lebanon, Jordan or Egypt), so the scheme was not open to those who had already arrived in the EU. There are also requirements for the relatives living in Germany: they must hold a German passport or residence permit, have lived in Germany for at least one year before making an application and sign a ‘declaration of commitment’ to provide for accommodation and living costs (German Caritas Association, 2018b).

The Admission Procedure for Afghan Local Staff

Eligibility criteria depends on the specific risk, although the list of criteria is classified (Grote et al., 2016:25).

Although the UNHCR identified candidates for the resettlement programme and partly for the HAP Syria programmes, for the Admission Programme for Afghan Local Staff the responsibility is with a range of governmental authorities (EMN, 2016:23).

5.6 Cost of resettlement schemes and support provided to resettled individuals

Financing the resettlement programmes

The below table illustrates the annual budget for the programmes between 2012-2016. Note that in 2016 the budgets for the resettlement programme and the HAP were pooled, hence the total of EUR €9 million. Grote et al. (2016:36) state that there is no separate budget for the Admission for Afghan Local Staff; it is unclear where this funding comes from.

Whereas the federal government takes responsibility for covering the costs of selection and transport, medical checks and initial accommodation at the reception centre, the federal states provide care and accommodation once refugees have been placed into their host communities (NAO, 2016:19).

Funding for resettlement schemes 2013-2016 (in EUR)

Programme	2013	2014	2015	2016
Resettlement	€402,000	€780,000	€1.004 million	€9 million
Humanitarian Admission Programmes	€4.779 million	€5.455 million	€1.813 million	
Admission Procedure for Afghan Local Staff	n/a	n/a	n/a	n/a

Source: Grote et al., (2016:37)

For a slightly more detailed breakdown of costs, the German response to a request by the European Migration Network in 2015 details the following:

- For pre-departure guidance and language courses (including training material), pre-departure medical screening and travel, approximately EUR €1,900 per resettlement-refugee was allocated. An additional EUR €600 was provided for a 14-day stay in a reception centre.
- Where the responsibility for accommodation lies with municipalities, the federal states reimburse the cost of such accommodation at between EUR €5,000 and EUR €12,000 per year. (EMN, 2015:3-4)

Private sponsorship

The Department for the Interior declared in 2016 that a sponsor had to receive a minimum income to cover the costs of supporting a refugee. Fees are as follows (in EUR):

- € 2,210 for a single person
- € 2,980 for a married couple
- € 3,365 for a married couple with one child (Agency for Citizens' and Regulatory Affairs of the Land of Berlin 2016 in Grote et al., 2016:44)

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6. Sweden

6.1 Overview of refugee resettlement schemes 2013-2018

Government-led national scheme

Swedish Resettlement Programme

This programme works together with parliament and the Swedish Migration Agency. Each year the Swedish Government provides the Migration Agency with the funds and resources to resettle a certain number of refugees. The selection of refugees is determined by the government, and it is then the responsibility of the Migration Agency and the UNHCR to decide the quota of refugees that are to be resettled from each country (Swedish Migration Agency, 2017b). For example, in 2016, the Swedish Migration Agency was instructed by the Government to select 1,900 refugees who were in urgent need of resettlement. The majority of those who arrived in Sweden were predominantly those escaping violence in Syria, although others were selected from Turkey and Lebanon (Swedish Migration Agency, 2017a:5).

In fulfilling the agreed quota, and as part of the selection process, the migration agency travels to the country of origin where interviews are then conducted with potential applicants that have been referred by the UNHCR (Swedish Migration Agency, 2017b).

Private sponsorship schemes

Not applicable in Sweden (EMN, 2016:5).

Community-led schemes

There are no schemes that allow civil society actors to admit refugees from outside Sweden (EMN, 2016:5).

6.2 Summary of resettlement activities under each scheme

Under the Swedish government-led resettlement scheme the following activities take place:

- Information regarding the process is made available through a cultural orientation programme/information session facilitated by the Swedish Migration Agency.
- Upon arrival, entrants will be met by representatives from the municipality that has been assigned to them by the Swedish Migration Agency. They will travel immediately to their pre-arranged accommodation in that municipality where local service providers are then responsible for ongoing support.
- Financial subsistence is made available to refugees by the state, to account for all initial costs i.e. accommodation (additional compensation is available for the elderly/disabled as well as those under the age of 18 without a legal guardian).
- A two-year program which provides refugees with language training, maintenance and employment opportunities.
- Support with school enrolment (UNHCR, 2018a:8-9).

6.3 Overall asylum application figures per annum

2013	2014	2015	2016	2017	2018
53,364	74,259	155,583	21,641	20,689	1,692*

* Figures as of 27.03.2018. Source: UNHCR, (2018b)

6.4 Numbers resettled 2013-2018

Total numbers through UNHCR's resettlement programme

2013	2014	2015	2016	2017	2018
1,832	1,812	1,808	1,868	3,346	753*

* Figures as of 28.02.18. Source: UNHCR (2018c)

6.5 Resettlement eligibility criteria

The Swedish Migration Agency examines every case presented to them by the UNHCR on an individual basis. Refugees and those recognised as needing protection under the Aliens Act are eligible to receive residency permits under this scheme. Approximately 95 percent of those being examined are granted resettlement and receive permanent residence permits (Swedish Migration Agency, 2017a:3). The UNHCR notes that the wording of the definition of refugee as defined by the Aliens Act is virtually identical to the definition in the Geneva Convention (UNHCR, 2018a:2). All cases submitted for resettlement are screened and cleared by the Security Police, but Sweden does not require any other assessments (of medical needs, integration potential, etc.) to be made before decision or departure UNHCR (2018a:4).

6.6 Cost of resettlement schemes and support provided to resettled individuals

According to the European Migration Network (2016:38), the practicalities of resettlement costs around SEK 13-14 million each year. In 2016, SEK 22 million was invested into funding resettlement services (this included contributing towards cultural orientation programs as well as costs incurred within the selection process).

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7. Norway

7.1 Overview of refugee resettlement schemes 2013-2018

Government-led national schemes

Resettlement programme

Norway offers resettlement opportunities within annual quotas. The size of the annual quota is set by parliament following proposals made by the Ministry of Justice and Public Security. These quotas are then applied flexibly over a three-year period. The resettlement programme operates in close cooperation with UNHCR. Priority is given to referrals made by UNHCR, but referrals may also be made from the Ministry of Foreign Affairs, International Criminal courts with which Norway has resettlement agreements, PEN Norway⁸, where the applicant will be part of Cities of Refuge Network, and Norwegian NGOs with presence in areas where the UNHCR is not represented. The target for UNHCR submissions for 2018 is 2,120, with 1000 from Africa, 1000 from Middle East and North Africa and 120 dossier submissions (UNHCR 2018a:1-2).

Private sponsorship schemes

Norway does not have a private sponsorship resettlement scheme (EMN 2016a: 50)

Community-led schemes

Although there does not appear to be a separate community-led scheme, NGOs are consulted in the process of identifying which refugee groups should be offered resettlement (EMN 2016a: 18). There several voluntary NGOs involved in the implementation of integration program in the municipalities. Notable among them is Red Cross of Norway and their Refugee Guide project, through which the refugee is connected with a person of the same sex, age, place of residence, family situation and interests (EMN 2016a: 36).

7.2 Summary of resettlement activities

Under the Norwegian resettlement scheme, the following activities take place:

- A two to four-day Cultural Orientation Programme prior to arrival in Norway (IOM, 2018).
- Initial counselling.

⁸ PEN Norway is an NGO, part of PEN International

- A subsidy provided by the local government to cover the cost of integration (health care, accommodation, education and general welfare). The period of integration is up to five years.
- Provision of education.
- An in-country introductory programme (those who attend the programme receive money from the local government in the form of financial assistance), which includes basic language training and social and cultural activities.
- NGO's also contribute to resettlement activities on a voluntary basis (UNHCR, 2018a:15).

7.3 Overall asylum application figures per annum

2013	2014	2015	2016	2017	2018
12,557	10,238	30,029	2,872	2,888	0*

*Figures as of 27.03.18. Source: UNHCR, (2018b)

7.4 Numbers resettled 2013-2018

Total numbers through UNHCR's resettlement programme

2013	2014	2015	2016	2017	2018
938	1,188	2,220	3,149	2,799	331*

* Figures as of 28.02.18. Source: UNHCR, (2018c)

7.5 Resettlement eligibility criteria

To be eligible for resettlement in Norway applicants must:

- Be admissible under Section 35 of the Norwegian Immigration Act 2008 (see UNHCR, 2018a:3)
- Have a valid reason for seeking resettlement i.e. humanitarian protection

Norway gives priority to women above men, especially in cases involving women and girls at risk. It also gives priority to families with children under 18 and to men and boys who are vulnerable due to their gender identity or sexual orientation. For other cases it gives priority to those individuals considered to be able to make the best use of services for integration in the settling municipality. Individuals with education or experience relevant to the Norwegian labour market are given priority (UNHCR, 2018a:3-5).

7.6 Cost of resettlement schemes and support provided to resettled individuals

Budget received by the Municipality to cover the cost of resettlement (per person) over a four-year period in Norwegian Kroner (kr)

Year	2013	2014	2015	2016
Budget for Resettlement	666,500kr	717,600kr	746,200kr	767,400kr

Source: European Commission (2016a:46)

According to the European Migration Network, the Norwegian Directorate of Integration and Diversity (IMDi) estimates that the average cost per person resettled in Norway within the next five years will be 768,500kr (EMN, 2016b:3).

The UNHCR states that for 2018, local governments will be given a budget of 804,100kr, 187,268kr of which will be granted to refugees once they have attended the in-country introductory programme (UNHCR, 2018a:15).

Breakdown of costs

Activity	Estimated Total Cost Per Annum (kr)
Pre-Departure Medical Screening	208,000kr - 497,000kr
Travel Expenses (including staff and office costs, and operational costs including medical screening)	187,500kr for a quota of 2500 refugees (85% of this goes towards transportation costs)
UNHCR Work (interviewing applicants for resettlement)	16,000,000kr for a quota of 2500 refugees

Source: Summarised from EMN (2016b:3)

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8. France

8.1 Overview of refugee resettlement schemes 2013-2018

Government-led national schemes

France has three main agreements:

- A Framework Cooperation Agreement with UNHCR was established in 2008 to provide an annual resettlement programme following the assessment of 100 dossier submissions provided each year by UNHCR. This mechanism only applies to people who are recognised by the UNHCR as refugees (under the terms of its strict mandate) and who are in a situation of vulnerability in their first country of asylum.
- In 2013 an ad hoc humanitarian admission programme (HAP) was set up to provide resettlement for up to 500 Syrian and Palestinian refugees from Syria coming from Lebanon, Jordan and Egypt in 2014. These commitments were renewed for 2015. Between July 2015 and July 2017 France agreed to receive 2,375 displaced Syrians living in camps situated near the conflict zones in Lebanon, Jordan and Turkey. A new European Union relocation programme was adopted in September 2015, through which France is committed to relocate up to 30,000 refugees.
- An EU-Turkey agreement was set up in March 2016 to address the migration crisis, with all migrants arriving irregularly in Greece seeking asylum in Europe being systematically transferred back to Turkey and one (non-statutory) Syrian refugee in Turkey being received by a country which has signed the agreement. France has agreed to receive 6,000 people through this agreement (UNHCR, 2016).

The UNHCR framework agreement does not set out any specific selection criteria but the approximately one hundred applications per year are submitted to French authorities by the UNHCR. The agreement sets out the conditions for establishing this institutional and operational cooperation. A study conducted for European Migration Network (2016) reports France has established a relatively flexible reception system with a fast-track procedure for examining applications by the French Office for the Protection of Refugees and Stateless People (OFPRA), providing direct access to housing and measures to facilitate faster integration into society. This does, however, rely on significant preparatory work and coordination between the operators.

Private sponsorship schemes, if applicable

Not applicable in France, although France has reported to be interested in developing private sponsorship programmes (EMN, 2016b:8).

Community-led schemes

The study conducted for the European Migration Network (2016a:11) found civil society stakeholders are involved in both reception and integration policies for migrants and refugees, and there is evidence of strong local involvement at both organisational and individual levels to provide support for the resettlement process and combine with the work of professional government officers. However, there is no separate community-led scheme.

8.2 Summary of resettlement activities

According to the UNHCR resettlement handbook (UNHCR 2016:4-5), since 2008, the UNHCR submits a dossier of one hundred cases to France each year. Each case may include a principal applicant together with their spouse and any children under 19 years of age. Other family members may be included on a case by case basis. The Resettlement Registration Form (RRF) is usually sent with a letter of introduction and other relevant supporting documents including any medical records. Applications are processed in chronological order by date of receipt, unless an emergency is reported which takes priority. After the necessary checks and reviews for security by various government departments, the Department of Asylum and Protection of the Ministry of Interior decide whether or not to grant resettlement to the applicant. This decision is usually taken within six months (European Migration Network, 2016a). The UNHCR is notified of the outcome and in the event of success procedures to issue a visa and make travel arrangements are made. The state National Office for Protection of Refugees and Stateless Persons (OFPRA) and the French Office for Immigration and Integration (OFII) arrange for reception on arrival and support them in their integration. This work is supported by voluntary operators and individuals which allows for a more individualised approach and attention (European Migration Network, 2016a:16).

Upon arrival in France, refugees are met and directed to specific reception and accommodation schemes dedicated to resettled refugees, mainly managed by non-governmental organisations through government and EU funding, or directly to their own fully furnished rental home, where the lease will be signed by them as soon as they receive social benefits. In both cases, they are supported through social assistance for health and education, as well as being provided financial assistance for food. All medical and hospital expenses are covered by the French social welfare system and education is free and compulsory for children from 6 to 16 years of age. A condition of re-settlement requires the signing of an integration contract, or '*Charter of the Rights and Duties of the French Citizen*', which includes undertaking training in French culture and values together

with language training. A skills assessment is also made to prepare the resettled refugee for his/her job search. Access to employment is seen to be a key step of the integration process, with the resettled refugee being provided a minimum income during the process and supported throughout by a representative of the public employment service.

8.3 Overall asylum application figures per annum

2013	2014	2015	2016	2017	2018
59,884	58,404	73,742	70,240	74,180	0*

*Figures as of 27.03.2018. Source: UNHCR (2018a)

8.4 Numbers resettled 2013-2018

2013	2014	2015	2016	2017	2018
100	378	700	1,328	2,505	348*

* Figures as of 28.02.18. Source: UNHCR, (2018b)

In 2014, 300 Syrian nationals were accepted in France under the ad hoc HAP programme, which was renewed in 2015. An additional 643 Syrians arrived in 2015 (of which 561 were admitted under the HAP). In 2015, a further 123 refugees of other nationalities were accepted for resettlement or humanitarian admission. In addition to this national programme, France also committed to welcome 2,375 refugees under the July 2015 European conclusions. In addition, as part of the EU Turkey agreement in March 2016, France committed to resettle up to 6,000 Syrian refugees out of Turkey. Finally, France took additional national commitments to resettle an additional 2,000 Syrian refugees out of Lebanon in 2016/2017. In total, this means France has committed to resettle around 10,000 refugees between 2016 and 2017 (UNHCR, 2016).

8.5 Resettlement eligibility criteria

According to the UNHCR (2016:4) apart from the current population of Syrian nationals, France has not set priorities based on specific categories of persons nor any specific geographical locations. However, France does establish national forecasts each year for specific categories (vulnerable women, unaccompanied children, medical cases, victims of violence, and those in urgent need of legal or physical protection) for which EU funding can be obtained.

8.6 Cost of resettlement schemes and support provided to resettled individuals

Information not readily available.

8.7 Bibliography

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Suggested citation

West, H., and Plunkett, R., (2018). *Mapping of refugee resettlement schemes*. K4D Helpdesk Report. Brighton, UK: Institute of Development Studies.

About this report

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