



COVERSHEET

Minister	Hon Iain Lees-Galloway	Portfolio	Immigration
Name of package	Proactive release of Cabinet paper: 2018/19 Refugee Quota Programme: Reallocation of 150 places not required by Australia	Date of issue	5 April 2019

List of documents that have been proactively released

Date	Title	Author
20 February 2019	<i>Reallocation of 150 places not required by Australia</i>	<i>Office of the Minister of Immigration, Hon Iain Lees Galloway</i>
20 February 2019	<i>DEV-19-MIN-0025 Refugee Quota Programme: Reallocation</i>	<i>Cabinet Office</i>

Information withheld

NO

Released in full.

In Confidence

Office of the Minister of Immigration

Chair
Cabinet Economic Development Committee

Reallocation of refugee quota places not required by Australia in 2018/19 Refugee Quota Programme

Proposal

1. This paper seeks agreement to reallocate the 150 places that are set aside within New Zealand's 2018/19 refugee quota for the purpose of resettling refugees from Australia's offshore processing centres. As Australia does not require the places for 2018/19, I propose that the 150 places are reallocated to resettle 75 refugees each from the Asia-Pacific and Middle East regions.

Background

2. New Zealand works with the United Nations High Commissioner for Refugees (UNHCR) and the international community to find durable protection solutions for refugees who need protection through New Zealand's Refugee Quota Programme. For 2018/19, New Zealand's annual refugee quota is 1000 places (+/- 10 per cent). The refugee quota will increase to 1500 places annually from July 2020 [SWC-18-MIN-0131]. Annex One contains more information on New Zealand's refugee and humanitarian programmes.

New Zealand sets aside 150 places per year in its Refugee Quota Programme to resettle refugees from Australia's offshore processing centres

3. Since 2012, Australia has transferred asylum seekers who arrive via irregular maritime means to centres in Nauru and Papua New Guinea for offshore processing of their asylum claims, and subsequent settlement either in those countries or in other participating countries in the region.
4. In 2013, Cabinet agreed to set aside 150 places each year within New Zealand's refugee quota for the purpose of resettling refugees from Australia's offshore processing centres in Nauru and Papua New Guinea. Cabinet also agreed that if the places were not required by Australia in a given year, they would be reallocated to refugees referred by the UNHCR from other regions, subject to Cabinet consideration [CAB Min (13) 20/15]. Cabinet reconfirmed this in 2016 as part of its decision on the current three-year Refugee Quota Programme [CAB 16 Min 0271].
5. Since the offer came into effect in 2014/15, Australia has each year notified New Zealand that it has not required the 150 places. Therefore, Cabinet has decided annually to reallocate the places to resettle UNHCR-referred refugees from other regions. Cabinet reallocated the places to resettle Syrian refugees from the Middle East region in 2015/16, and to resettle refugees from the Asia-Pacific region in

2014/15, 2016/17 and 2017/18. These regions refer to the refugees' region of asylum, not nationality.

A Cabinet decision is required on the reallocation of the 150 places for 2018/19

6. In August 2018, Australian officials advised New Zealand officials that Australia will not require the 150 places set aside within New Zealand's 2018/19 refugee quota. Cabinet agreement on reallocation of the 150 places is required to support planning for the remaining two refugee quota intakes of the financial year.

I propose that the 150 places are reallocated to resettle UNHCR-referred refugees from the Asia-Pacific and Middle East regions

7. I am seeking Cabinet agreement to reallocate 75 of the 150 places not required by Australia in 2018/19 to UNHCR-referred refugees from the Asia-Pacific region, and 75 places to UNHCR-referred Syrian refugees from the Middle East region. The Minister of Foreign Affairs supports this proposal.
8. Reallocation of 75 places to refugees from the Asia-Pacific region demonstrates New Zealand's continued commitment to responsibility sharing in the Asia-Pacific region.
9. Reallocation of the remaining 75 places to Syrian refugees from the Middle East region demonstrates New Zealand's ongoing commitment to working with the international community, including our Migration Five partners (Australia, Canada, the United Kingdom and the United States), to respond to the ongoing Syrian crisis. The UNHCR identifies Syrian refugees as the population with the highest global resettlement need for 2019. New Zealand's emergency response to the Syrian crisis, which constituted resettlement of 600 additional Syrian refugees over three years, ended in 2017/18.
10. I propose that the 150 places are not reallocated to other regions from which New Zealand resettles refugees (Americas and Africa regions), for the following reasons:
 - 10.1. Americas region: New Zealand currently resettles Colombian refugees who have sought asylum in Ecuador. The number of Colombian refugees requiring priority resettlement is decreasing as durable local protection solutions in Ecuador become available
 - 10.2. Africa region: A pipeline of refugees undergoing assessment and selection processes is currently not developed due to the relatively small number of refugees that New Zealand resettles from the Africa region. If the 150 places were reallocated to this region, it would be difficult to plan and undertake selection missions to enable refugees to arrive in the 2018/19 year.

Later this year I will seek Cabinet decisions on the next three-year Refugee Quota Programme

11. Later this year I will seek Cabinet decisions on the next three-year Refugee Quota Programme (2019/20 – 2021/22), including on the international regional allocation of quota places and the distribution of sub-categories within the refugee quota.

Consultation

12. The Ministry of Business, Innovation and Employment (MBIE) consulted the Ministry of Foreign Affairs and Trade, the Department of Internal Affairs (Office of Ethnic Communities), the Department of the Prime Minister and Cabinet and the Treasury on the proposal in this paper.

Financial implications

13. No financial implications arise from this paper as the proposed reallocation will be made within the existing Refugee Quota Programme, the costs for which are already accounted for in fiscal forecasts.

Human rights

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

Legislative and regulatory implications

15. No legislative or regulatory implications are associated with the proposal.

Publicity and proactive release

16. No publicity is planned. MBIE will proactively release this Cabinet paper on its website within 30 business days of a decision being made by Cabinet.

Recommendations

17. The Minister of Immigration recommends that the Committee:
 - 1 **note** that in 2013, Cabinet agreed that New Zealand would annually resettle up to 150 refugees who were subject to Australian offshore processing legislation within New Zealand's Refugee Quota Programme [CAB Min (13) 20/15];
 - 2 **note** that Cabinet also agreed that if the 150 places were not required by Australia, they would be reallocated to refugees referred by the UNHCR, subject to Cabinet consideration [CAB Min (13) 20/15];
 - 3 **note** that Australian officials have advised that Australia does not require the annual 150 refugee quota places within the 2018/19 Refugee Quota;
 - 4 **agree** that 75 of the 150 refugee quota places not required by Australia in 2018/19 be reallocated to UNHCR-referred refugees from the Asia-Pacific region, and 75 be reallocated to UNHCR-referred Syrian refugees from the Middle East region.

Authorised for lodgement

Hon Iain Lees-Galloway

Minister of Immigration

Annex One: New Zealand's Refugee and Humanitarian programmes

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

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

The Refugee Quota Programme is one part of New Zealand's broader refugee and humanitarian programmes, which also include 300 places each year for family reunification (Refugee Family Support Category) and approximately 150 to 200 successful asylum claimants (Convention refugees) whose asylum claims are decided on a case-by-case basis upon their independent arrival in New Zealand. In 2017/18 New Zealand resettled a pilot intake of 25 refugees under the new Community Organisation Refugee Sponsorship Category.

Selection processes

Refugees considered for resettlement through the Refugee Quota Programme are submitted to New Zealand by the UNHCR according to prescribed resettlement guidelines.

All cases submitted by the UNHCR undergo comprehensive assessment and screening as part of Immigration New Zealand's decision-making process. Those that do not meet New Zealand's relevant immigration and refugee policies or risk and security assessments are not included in the programme. The assessments include on- and off-shore screening and assessment, including health assessment, security checks, Migration 5 biometric checks, and face-to-face interviews. These assessments focus on credibility, risk and settlement to ensure that the person is not a security risk or character of concern to New Zealand and that settlement is the right option for them.

Reception and settlement processes for successful outcomes

Prior to arriving in New Zealand, Immigration New Zealand provides all refugees resettled under the Refugee Quota Programme with information on New Zealand law, employment, housing, health services, education, daily living, immigration, citizenship and English language education. Immigration New Zealand also provides regional factsheets on the city or town in which each refugee family is likely to be settled.

Upon arrival, quota refugees participate in a six week reception programme at Māngere Refugee Resettlement Centre (MRRC). The programme supports the outcomes in the New Zealand Refugee Resettlement Strategy and has been developed with input from a variety of agencies, including the Ministries of Health, Social Development and Education, and the New Zealand Police. The programme builds on the information provided to approved refugees prior to arrival in New Zealand, and includes sessions on Taha Māori (Māori perspectives), living in a multicultural society, New Zealand Police and the law, moving into the community, education, health (including parenting and healthy families), and English

language learning. Children participate in schooling at the refugee resettlement centre to prepare them to enter New Zealand's education system once they leave MRRC.

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

Table One: Overview of the 2016/17 – 2018/19 Refugee Quota Programme

Regions of Country of Asylum	% of regional allocation in RQP	2016/17 Refugee Quota		2017/18 Refugee Quota		2018/19 Refugee Quota	
		Actual no. refugees resettled	% of refugees resettled	Actual no. refugees resettled	% of refugees resettled	Expected no. refugees resettled ¹	% of refugees resettled
Africa	14%	6	1%	28	5%	105	14%
Americas	22%	151	29%	180	34%	165	22%
Asia-Pacific	50%	359	69%	313	59%	375	50%
Middle East	14%	1	0%	7	1%	105	14%
Sub total	100%	517	100%	528	100%	750	100%
Reallocation of 150 places set aside for Australia	Within the refugee quota	150 (reallocated to the Asia-Pacific)		150 (reallocated to the Asia-Pacific)		150 (region for reallocation TBD) ²	
100 places set aside for crisis response	Within the refugee quota	50 (allocated to Asia-Pacific)		50 (allocated to Asia-Pacific)		50 (allocated to Asia-Pacific)	
		50 (allocated to Middle East)		50 (allocated to Middle East)		50 (allocated to Middle East)	
Syrian emergency response	Additional to the refugee quota	250		250		N/A	
Grand total		1017		1028		1000	

1 Number of refugees expected to be resettled in 2018/19 is pending confirmation of logistics from INZ

2 The regional reallocation of the 150 places is dependent on this Cabinet decision