



**BRIEFING**

**2016/17 and 2017/18 Refugee Quotas**

03 123 1234  
United Kingdom



<b>Date:</b>	28 April 2017	<b>Priority:</b>	High
<b>Security classification:</b>	In confidence	<b>Tracking number:</b>	3237 16-17

Action sought		
	Action sought	Deadline
Hon Michael Woodhouse Minister of Immigration	Agree to the recommendations	5 May 2017
Hon Murray McCully Minister of Foreign Affairs		

Contact for telephone discussion (if required)				
Name	Position	Telephone		1st contact
Steve McGill	General Manager Settlement, Protection and Attraction	04 896 5230 (wk)	s 9(2)(a)	✓
Andrew Lockhart	National Manager Refugee and Protection Unit	09 928 2217 (wk)	s 9(2)(a)	✓
Bernadette Cavanagh	Deputy Secretary Multilateral and Legal Group	04 439 8244 (wk)	s 9(2)(a)	
Angela Hassan-Sharp	Unit Manager United Nations, Human Rights and Commonwealth Division	04 439 8114 (wk)	s 9(2)(a)	

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

Minister's office to complete:

- |   |  |
|---|--|
| <input checked="" 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 Withdrawn           |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:

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# BRIEFING

## 2016/17 and 2017/18 Refugee Quotas

<b>Date:</b>	28 April 2017	<b>Priority:</b>	High
<b>Security classification:</b>	In confidence	<b>Tracking number:</b>	3237 16-17

### Purpose

This paper:

- 1) provides information on the 2016/17 and 2017/18 Refugee Quotas;
- 2) seeks agreement on the allocation of the 100 large-scale refugee crisis situation places within the 2016/17 and 2017/18 Refugee Quotas; and
- 3) seeks agreement on the reallocation of the 150 places not required by Australia within the 2016/17 Refugee Quota, which requires a Cabinet decision.

### Recommended action

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

- a **Agree** to the annual 100 large-scale refugee crises situations places within the 2016/17 and 2017/18 Refugee Quotas being used to resettle UNHCR-referred Syrians, and Rohingya refugees from Myanmar.

Agree / Disagree

- b **Agree**, subject to Cabinet agreement, to the annual 150 places not required by Australia within the 2016/17 Refugee Quota being reallocated to resettle UNHCR-referred refugees from the Asia-Pacific region.

Agree / Disagree

- c **Direct** officials to draft a Cabinet paper seeking agreement to the reallocation of the annual 150 places not required by Australia within the 2016/17 Refugee Quota.

Agree/Disagree



Steve McGill  
**General Manager**  
**Settlement, Protection and Attraction**  
Immigration New Zealand, MBIE

20 / 4 / 17  
..... / ..... / .....



Hon Michael Woodhouse  
**Minister of Immigration**

3 / 5 / 17  
..... / ..... / .....



Bernadette Cavanagh  
**for Secretary of Foreign Affairs and Trade**

24 / 4 / 2017  
..... / ..... / .....



Hon Murray McCully  
**Minister of Foreign Affairs**

27 / 1 / 17  
..... / ..... / .....

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## Three-year Refugee Quota Programme (2016/17-2018/19)

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1. In June 2016, Cabinet agreed [CAB 16 Min 0271] to the three-year Refugee Quota Programme (2016/17-2018/19), which included that:
  - the quota would permanently increase to 1,000 places annually from 2018/19 (in addition to the 250 Syrian refugees resettled in 2016/17 and 2017/18 above the annual refugee quota of 750 places);
  - no change to the regional allocation from that which was agreed in 2013 (that is 40 per cent from the Asia-Pacific, 40 per cent from the rest of the world and the resettlement of up to 150 refugees who had been subject to Australia's offshore processing legislation);
  - family reunification and family-linked criteria would remain for cases selected for resettlement from Africa and the Middle East regions;
  - there would be no change to the arrangement agreed by Cabinet in 2013, that if the 150 places offered to Australia to resettle transferees (refugees who had been subject to Australia's offshore processing legislation) were not required they will be reallocated to UNHCR-referred refugees (subject to Cabinet consideration of the regional allocations);
  - the places within the refugee quota for large-scale refugee crisis situations be increased from 50 to 100 places each year from 2016/17.

## 2016/17 Refugee Quota and 2017/18 Refugee Quota

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2. From 1 July 2016 to 20 March 2017, a total of 833 refugees (including 226 Syrian refugees) have been resettled in New Zealand under the 2016/17 Refugee Quota and under the Syrian emergency response places in 2016/17.
3. One further refugee intake is scheduled in 2016/17 in which the annual Refugee Quota (750 places +/- 10 per cent) and Syrian emergency response places (250 places) will be met [CAB 16 Min 0271]. Approximately 1,000 refugees (+/- 10 per cent) will be resettled in New Zealand in 2016/17.
4. Annex One provides an overview of the composition for the 2016/17 Refugee Quota, the 2017/18 Refugee Quota, and the Syrian emergency response places in 2016/17 and 2017/18.

### *Large-scale refugee crisis places*

5. Your agreement is sought to use the 100 large-scale refugee crisis places in each of the 2016/17 and 2017/18 Refugee Quotas to resettle Syrian refugees (50 places each year) and Rohingya refugees from Myanmar (50 places each year).
6. The Rohingya are an ethnic Muslim minority group living primarily in Myanmar's western Rakhine state. The Rohingya differ from Myanmar's dominant Buddhist groups ethnically, linguistically, and religiously. The Myanmar government has not to date granted the Rohingya citizenship status and, as a result, the vast majority of the group's members have no legal documentation, effectively making them stateless. Between January 2014 and May 2015, the International Organisation for Migration reported that more than 88,000 Rohingya fled repression and poverty in Myanmar to neighbouring countries in the region. A fresh outbreak of violence between Muslim militants and Government forces was reported in October and November 2016 with at least 65,000 Rohingya fleeing to Bangladesh.<sup>1</sup>

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<sup>1</sup> <http://www.cfr.org/burmamyanmar/rohingya-migrant-crisis/p36651> accessed 6 March 2017



7. Given the ongoing movements of Rohingya to elsewhere in the Asia-Pacific region (Malaysia, Thailand and Indonesia), resettling more Rohingya refugees will demonstrate New Zealand's support for our Asia-Pacific regional partners and ongoing collaborative efforts to combat irregular people movements in the region.
8. As outlined above, in 2016/17 and 2017/18, 250 Syrian refugees will be resettled in New Zealand in each year as an emergency response to the Syrian crisis (above the Refugee Quota of 750 places annually). It is proposed to resettle an additional 50 Syrian refugees each year within the 2016/17 and 2017/18 Refugee Quotas to demonstrate New Zealand's ongoing commitment to responsibility-sharing and response to the Syrian crisis. If agreed, a total of approximately 300 Syrian refugees each year will be resettled in New Zealand in 2016/17 and in 2017/18.

#### *Arrangement with Australia – 150 places*

9. In the 2015/16 Refugee Quota the 150 places offered to Australia were reallocated to resettle UNHCR-referred Syrian refugees. Australian officials have indicated that they will not utilise the 150 places within the 2016/17 Refugee Quota. A Cabinet paper recommending the reallocation of the 150 places is now required. It will be provided to Ministers by mid-May 2017. Officials propose that the places be reallocated to UNHCR-referred refugees from the Asia-Pacific region.

#### **2018/19 Refugee Quota**

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10. A paper will be provided to Ministers by November 2017 on the planning and delivery of the 2018/19 Refugee Quota which will be the first year of the Cabinet agreed permanent increase to the Refugee Quota to 1,000 places annually and the last year of the current three-year Refugee Quota Programme (2016/17-2018/19). The paper will include advice on the impacts of the permanent increase on regional allocations and quota composition including Syrian refugee resettlement.

Out of scope

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**Annex One – Proposed 2016/17 Refugee Quota, 2017/18 Refugee Quota and Syrian emergency response places**

Regions and nationalities	2016/17 Refugee Quota		2017/18 Refugee Quota	
	Number of refugees resettled from the regions**	Percentage of refugees resettled from the regions**	Number of refugees resettled from the regions**	Percentage of refugees resettled from the regions**
Africa* (includes Somali, Congolese, Eritrean, Ethiopian)	6	1%	105	14%
Americas (Colombian)	160	21%	165	22%
Asia-Pacific (includes Afghan, Sri Lanka, Myanmar, Bhutanese, Palestinian, Iranian, Pakistani, Iraqi) (Large-scale refugee crisis situation places*** allocation pending Ministers' decision – Myanmar – Rohingya refugees)	520 (includes 50 large-scale refugee crisis places and 150 places pending decisions)	69%	225 (includes 50 large-scale refugee crisis places pending decision)	30%
Middle East* (includes Iraqi, Palestinian, Iranian) (Large-scale refugee crisis situation places*** allocation pending Ministers' decision – Syrian refugees)	64 (includes 50 large-scale refugee crisis places pending decision)	9%	105 (includes 50 large-scale refugee crisis places pending decision)	14%
150 places	-	-	150	20%
<b>Sub Total</b>	<b>750</b>		<b>750</b>	
Syrian emergency response	250	N/A	250	N/A
<b>Grand Total</b>	<b>1,000</b>	<b>100%</b>	<b>1,000</b>	<b>100%</b>

\* Requires family or family reunification link

\*\*Pending confirmation of logistics these numbers may change

\*\*\*Large-scale refugee crisis situation places do not have a family-link or family reunification requirement



## BRIEFING

### Draft Cabinet paper – Reallocation of Refugee Quota places not required by Australia

<b>Date:</b>	12 June 2017	<b>Priority:</b>	Medium
<b>Security classification:</b>	In Confidence	<b>Tracking number:</b>	3813 16-17

Action sought		
	Action sought	Deadline
<b>Hon Minister Woodhouse</b> Minister of Immigration	Agree to the recommendations	15 June 2017
<b>Hon Scott Simpson</b> 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)	✓
Anaru Silao	Senior Policy Advisor	04 470 2284	N/A	

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

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 checked="" type="checkbox"/> See Minister's Notes | <input type="checkbox"/> Withdrawn           |

Comments:

s 9(2)(g)(i)

Sent to MFA office 16/6

# BRIEFING

## Draft Cabinet paper – Reallocation of Refugee Quota places not required by Australia

Date:	12 June 2017	Priority:	Medium
Security classification:	In Confidence	Tracking number:	3813 16-17

### Purpose

To seek your feedback on a draft Cabinet paper for the reallocation of refugee quota places not required by Australia and also agreement to next steps.

### Recommended action

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

a **Note** that in May 2017, the Minister of Immigration and the then Minister of Foreign Affairs agreed to reallocate the 150 places not required by Australia to the Asia-Pacific region for 2016/17 and directed officials to draft a paper seeking Cabinet's approval

Noted

b **Agree** to EITHER:

(i) provide feedback on the draft Cabinet paper (Annex 1) by 15 June 2017 and then consult with the Minister of Foreign Affairs

s 9(2)(a)(i)

OR s 9(2)(g)(i)

Agree / Disagree

(ii) if you are satisfied with the draft Cabinet paper as it stands, forward this briefing and draft Cabinet paper to the Minister of Foreign Affairs

Agree / Disagree

c **Note** that the Ministry of Foreign Affairs and Trade and the Office of Ethnic Communities have been consulted on the draft Cabinet paper and support the proposal (the Treasury has been informed), and

Noted

d **Note** that officials are aiming for the paper to be considered by the Cabinet External Relations and Defence Committee on 4 July 2017.

Noted

Siân Roguski  
Manager, Immigration Policy

12 / 06 / 2017

Hon Michael Woodhouse  
Minister of Immigration

14.6.17



## Background

1. New Zealand has an arrangement with Australia to annually resettle up to 150 refugees who are subject to Australian offshore processing legislation (transferees) within New Zealand's Refugee Quota Programme [CAB Min (13) 20/15]. If the 150 places are not required, Cabinet has agreed that they be reallocated to United Nations High Commissioner for Refugees (UNHCR)-referred refugees, subject to Cabinet consideration of the regional allocations.
2. In February 2017, Australian officials advised that they will not require any of the 150 places to resettle transferees in New Zealand for 2016/17. Officials prepared a draft briefing in March 2017, undertook consultation with other agencies, and finalised advice at the end of April 2017. In early May 2017, the Minister of Immigration and Minister of Foreign Affairs at the time agreed to reallocate the 150 places not required by Australia to the Asia-Pacific region and directed officials to draft a paper seeking Cabinet approval (3237 16-17 refers).

## Draft Cabinet paper

3. The Ministry of Business, Innovation and Employment has drafted a draft Cabinet paper seeking agreement to the proposal for the places to be reallocated to UNHCR-referred refugees from the Asia-Pacific region (Annex 1).
4. The Cabinet paper includes the following information:
  - In May 2017, the Minister of Immigration and the then Minister of Foreign Affairs agreed to the places being reallocated to UNHCR-referred refugees from the Asia-Pacific region.
  - The decision demonstrates New Zealand's continued commitment to the Asia-Pacific region and previous Cabinet decisions to place a strong focus on supporting regional responsibility sharing.
  - Other aspects of New Zealand's Refugee Quota Programme and other responses to global refugee situations demonstrate New Zealand's commitment to other parts of the world.
  - Officials are planning to meet with Australian officials in August 2017 to discuss the possible use by Australia of the 150 places for 2017/18, with advice expected to be provided to Cabinet by the end of 2017 if reallocation of any of these places is required.
5. The Ministry of Foreign Affairs and Trade and the Office of Ethnic Communities have been consulted on the draft Cabinet paper and support the proposal. The Treasury has been informed. We will inform the Department of the Prime Minister and Cabinet (DPMC) on the next version of the draft Cabinet paper.
6. We are seeking any feedback that you have on the draft Cabinet paper and also recommend that you consult with the Minister of Foreign Affairs. If you are satisfied with draft Cabinet paper as it stands, you have the option of forwarding this briefing and draft Cabinet paper to the Minister of Foreign Affairs. Alternatively, any feedback that you have can be incorporated before consulting with the Minister of Foreign Affairs.

## Next steps

# Out of scope

# Out of scope

## **Annex**

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Annex One: Draft Cabinet paper – *Reallocation of Refugee Quota Places not required by Australia*

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**Annex One: Draft Cabinet paper – *Reallocation of Refugee Quota Places not required by Australia***

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## BRIEFING

### 2017/18 Refugee Quota – 150 places re-allocation

Date:	10 January 2018	Priority:	High
Security classification:	In confidence	Tracking number:	1354 17-18

#### Purpose

This paper:

- seeks agreement on the preferred re-allocation of the annual 150 places not required by Australia within the 2017/18 Refugee Quota; and
- provides information about the 2018/19 Refugee Quota (the last in the current three-year Refugee Quota Programme 2016/17-2018/19).

#### Recommended action

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

- a **Agree** to recommend to Cabinet that the annual 150 places not required by Australia within the 2017/18 Refugee Quota should be re-allocated to resettle UNHCR-referred refugees from the Asia-Pacific region.

*Agree / Disagree*

- b **Direct** officials to draft a Cabinet paper seeking agreement to the re-allocation of the annual 150 places not required by Australia within the 2017/18 Refugee Quota.

*Agree/Disagree*

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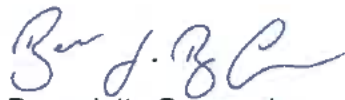


Steve McGill  
**General Manager**  
**Settlement, Protection and Attraction**  
Immigration New Zealand, MBIE

21/12/17

Hon Iain Lees-Galloway  
**Minister of Immigration**

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



Bernadette Cavanagh  
**for Secretary of Foreign Affairs and Trade**

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

Rt Hon Winston Peters  
**Minister of Foreign Affairs**

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

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## **2017/18 Refugee Quota**

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1. In 2017/18, 750 (+/- 10 per cent) refugees will be resettled under the Refugee Quota and a further 250 Syrian refugees will be resettled as part of New Zealand's response to the Syrian crisis [CAB 16 Min 0271].
2. In May 2017, the Ministers of Immigration and Foreign Affairs agreed to the use the annual 100 large-scale refugee crisis situation places within the 2017/18 Refugee Quota to resettle Syrian refugees (50 places) and ethnic Rohingya refugees (50 places).
3. From 1 July 2017 to 30 November 2017, 505 refugees (including 147 Syrian refugees) have been resettled in New Zealand under both the 2017/18 Refugee Quota and the Syrian emergency response places. A further three refugee quota intakes of around 170 individuals each intake in January, March and June 2018 are scheduled to meet the 2017/18 Refugee Quota.
4. Annex One provides background information about the Refugee Quota Programme. Annex Two provides an overview of the composition of the 2016/17 and 2017/18 Refugee Quotas and the Syrian emergency response places.

## **Re-allocation of the 150 places within the 2017/18 Refugee Quota**

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5. In 2013, Cabinet agreed that if the annual 150 places offered to Australia to resettle refugees who had been subject to Australia's offshore processing legislation were not required they would be re-allocated to United Nations High Commissioner for Refugees (UNHCR)-referred refugees (subject to Cabinet consideration of the regional allocations).
6. In June 2016 as part of the decisions on the Refugee Quota Programme (2016/17-2018/19), Cabinet agreed that there would be no change to the arrangement referred above [CAB 16 Min 0271].
7. During discussions between MBIE and Department of Immigration and Border Protection (DIBP) officials in Canberra in August 2017, DIBP officials advised that they would not be seeking to utilise the annual 150 places within the 2017/18 Refugee Quota. That advice has been confirmed in subsequent conversations between New Zealand and Australia.
8. A Cabinet decision is now required on the re-allocation of the 150 places so that the 2017/18 Refugee Quota is met. Previously Cabinet has decided to re-allocate the 150 places to the Asia-Pacific region (2014/15 and 2016/17) and to resettle Syrian refugees (2015/16).
9. Officials recommend that the 150 places not required by Australia within the 2017/18 Refugee Quota be re-allocated to resettle UNHCR-referred refugees out of the Asia-Pacific region. Enhanced resettlement out of the Asia-Pacific region continues to demonstrate New Zealand's commitment to supporting regional responsibility sharing by providing durable protection solutions for refugees in the region and is in line with New Zealand's efforts to counter people-smuggling within the region. The main nationalities of refugees resettled out of the Asia-Pacific region includes: Afghan, Myanmar (including ethnic Rohingya), Pakistani (ethnic Ahmadi), Sri Lankan and various Middle East and African nationalities.
10. Re-allocation of the 150 places to the Africa, Americas and Middle East regions is not proposed for the following reasons:

- The requirement for a family-link<sup>1</sup> in New Zealand for refugees resettled out of the Africa region makes it difficult to identify sufficient cases to meet the regional allocation.
- For the Americas region, the number of Colombian refugees in Ecuador requiring priority resettlement is decreasing as durable protection solutions in Ecuador expands (for example Colombian refugees being able to access legal employment). Under the 2017/18 Refugee Quota, the number of Colombian refugees planned to be resettled in New Zealand is around 165 individuals, which will meet the Cabinet agreed regional allocation.
- For the Middle East region, around 300 Syrian refugees are already planned to be resettled in New Zealand in 2017/18.

11. A Cabinet decision on the re-allocation of the 150 places within the 2017/18 Refugee Quota is required by February 2018 to enable the 2017/18 Refugee Quota to be met. A Cabinet paper will be provided to Ministers in February 2018.

## **2018/19 Refugee Quota**

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12. Advice will be provided to Ministers in March 2018 on developing a plan for increasing the annual Refugee Quota to 1,500 places by June 2020 [1025 17-18 refers]. Alongside this advice, officials will also provide you with advice on the following considerations related to the 2018/19 Refugee Quota (the last of the current three-year Refugee Quota Programme 2016/17-2018/19):

- composition (including the impact of the family-linked criteria for refugees resettled from the Africa and Middle East regions and the continued resettlement of Syrian refugees) of the 2018/19 Refugee Quota;
- options for the use of the annual 100 large-scale refugee crisis situation places within the 2018/19 Refugee Quota, and
- the re-allocation of the 150 places within the 2018/19 Refugee Quota, should they not be required by Australia. The re-allocation of the 150 places requires a Cabinet decision.

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<sup>1</sup> As part of the decisions on the current three-year Refugee Quota Programme, Cabinet confirmed that the family reunification and family-linked criteria would remain for cases selected for resettlement from Africa and the Middle East regions [CAB 16 Min 0271].

## **Annex One – Refugee Quota Programme background information**

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

The UNHCR refers refugee cases to New Zealand to consider for resettlement under the Refugee Quota Programme. The cases referred to New Zealand have been determined by the UNHCR to be refugees under the 1951 Convention Relating to the Status of Refugees and have been assessed and prioritised for resettlement to a safe third country.

# Out of scope

### *Three-year Refugee Quota Programme (2016/17-2018/19)*

In June 2016, Cabinet agreed [CAB 16 Min 0271] to the three-year Refugee Quota Programme (2016/17-2018/19), which included that:

- In 2016/17 and 2017/18 the annual refugee quota would be 750 places, plus an additional 250 Syrian refugees resettled each year;
- the quota would permanently increase to 1,000 places annually from 2018/19;
- no change to the regional allocation from that which was agreed in 2013 (that is 40 per cent from the Asia-Pacific, 40 per cent from the rest of the world and the resettlement of up to 150 refugees who had been subject to Australia's offshore processing legislation);
- family reunification and family-linked criteria would remain for cases selected for resettlement from the Africa and the Middle East regions;
- there would be no change to the arrangement agreed by Cabinet in 2013, that if the 150 places offered to Australia to resettle transferees (refugees who had been subject to Australia's offshore processing legislation) were not required they will be re-allocated to UNHCR-referred refugees (subject to Cabinet consideration of the regional allocations);
- the places within the refugee quota for large-scale refugee crisis situations be increased from 50 to 100 places each year from 2016/17.

**Annex Two – 2016/17 and 2017/18 Refugee Quota Programmes and Syrian emergency response places**

Regions and nationalities	2016/17 Refugee Quota		2017/18 Refugee Quota	
	No. of refugees resettled	% refugees of resettled	Estimated no. of refugees planned to be resettled**	Estimated % of refugees planned to be resettled**
Africa* Includes Somali, Congolese, Eritrean, Ethiopian	6	1%	105	14%
Americas Colombian	151	20%	165	22%
Asia-Pacific Includes Afghan, Sri Lanka, Myanmar (including Rohingya^), Bhutanese, Palestinian, Iranian, Pakistani, Iraqi	547 (includes 50 large-scale refugee crisis situation places^ and 150 places)	71%	375 (includes 50 large-scale refugee crisis situation places^ and 150 places pending Cabinet agreement)	50%
Middle East* Includes Iraqi, Palestinian, Iranian and Syrian^	63 (includes 50 large-scale refugee crisis situation places^)	8%	105 (includes 50 large-scale refugee crisis situation places^)	14%
<b>Sub Total</b>	<b>766</b>		<b>750</b>	
Syrian emergency response	250	N/A	250	N/A
<b>Grand Total</b>	<b>1,017</b>	<b>100%</b>	<b>1,000</b>	<b>100%</b>

\*Requires family or family reunification link; ^ Large-scale refugee crisis situation places do not have a family-link or family reunification requirement

\*\*Pending confirmation of logistics these numbers may change

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## BRIEFING

### Information to support policy discussion on the Refugee Quota and the New Zealand Residence Programme

<b>Date:</b>	2 March 2018	<b>Priority:</b>	Medium
<b>Security classification:</b>	In Confidence	<b>Tracking number:</b>	2322 17-18

Action sought		
	Action sought	Deadline
Hon Iain Lees-Galloway <b>Minister of Immigration</b>	<b>Note</b> the attached information for your policy discussion with officials	6 March 2018

Contact for telephone discussion (if required)				
Name	Position	Telephone		1st contact
Siân Roguski	Manager, Immigration Policy	04 901 3855	s 9(2)(a)	✓
Frédérique Bertrand	Senior Policy Advisor	04 901 8585	N/A	
Kate Manners	Policy Advisor	04 896 5924	N/A	

The following departments/agencies have been consulted
N/A

Minister's office to complete:

Approved

Declined

Noted

Needs change

Seen

Overtaken by Events

See Minister's Notes

Withdrawn

Comments

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## BRIEFING

### Information to support policy discussion on the Refugee Quota and the New Zealand Residence Programme

<b>Date:</b>	2 March 2018	<b>Priority:</b>	Medium
<b>Security classification:</b>	In Confidence	<b>Tracking number:</b>	2322 17-18

#### Purpose

The purpose of this briefing is to provide you with information to support a policy discussion with officials from the Ministry of Business, Innovation and Employment (MBIE) on the Refugee Quota and the New Zealand Residence Programme.

#### Recommended action

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

a **Note** that you will be meeting with officials from the Ministry of Business, Innovation and Employment at 11:30am on 6 March 2018 to discuss the Refugee Quota and the New Zealand Residence Programme

*Noted*

b **Note** the attached information that has been prepared to support the discussion.

*Noted*

Siân Roguski  
**Manager, Immigration Policy**  
LSE, MBIE

02 / 03 / 2018

Hon Iain Lees-Galloway  
**Minister of Immigration**

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## Background

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1. You will be meeting with officials from MBIE at 11:30am on 6 March 2018 to discuss policy settings for the 2018/19 Refugee Quota and the New Zealand Residence Programme (NZRP).
2. An agenda for the discussion is attached in Annex One. Information to support the discussion on the Refugee Quota is attached in Annex Two and information to support the discussion on the NZRP is attached in Annex Three.

## Next steps

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### The Refugee Quota

3. You will receive advice during March on options for staging the increase in the Refugee Quota to 1,500 places annually, and on the allocation of the 100 large-scale refugee crisis situation places for 2018/19.
4. Alongside this, officials will also provide advice on further changes to policy settings for the 2018/19 Refugee Quota that you wish to consider as a result of this policy discussion.

### The New Zealand Residence Programme

5. Following the policy discussion with officials, you may wish to discuss the suite of options available and key trade-offs with your Ministerial colleagues. Detailed options will be developed and a briefing prepared for your consideration in early April 2018 and a Cabinet paper will be drafted for consideration in May 2018.

## Annexes

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Annex One: Agenda for policy discussion

Annex Two: Information to support discussion on the Refugee Quota

Annex Three: Information to support discussion on the New Zealand Residence Programme

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**Annex One: Agenda for policy discussion**

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**Minister of Immigration**

**Policy Discussion with officials from the Ministry of Business, Innovation and Employment**

6 March 2018, 11:30am – 12:15pm

4.5 EW

**Officials attending**

*Labour and Immigration Policy*

Ruth Isaac (General Manager, Labour and Immigration Policy)

Gerald Minnee (Policy Director, Labour and Immigration Policy)

Siân Roguski (Manager, Immigration Policy)

Zoe Wyatt (Principal Policy Advisor, Immigration Policy)

Frédérique Bertrand (Senior Policy Advisor, Immigration Policy)

Alexandra Jackson (Senior Policy Advisor, Accident Compensation Policy)

Kate Manners (Policy Advisor, Immigration Policy)

*Immigration New Zealand*

Nick Aldous (Director, Policy Integration, Immigration New Zealand)

Suzanne Malan (Principal Advisor, Refugee and Protection, Immigration New Zealand)

**Agenda**

**1. Policy settings for the 2018/19 Refugee Quota –A3 attached**

Following on from the earlier policy discussion with you on options for staging the increase in the Refugee Quota to 1,500 places, we would like to determine the extent to which you wish to consider making changes to Refugee Quota policy settings for 2018/19 (the last year of the current three-year Refugee Quota Programme). The discussion will cover:

- a. What the regional allocation of Refugee Quota places and distribution of sub-categories will look like in 2018/19 under existing policy settings
- b. Options to make changes to these policy settings in advance of the next three-year Refugee Quota Programme.

**Out of Scope**

## Annex Two: Information to support discussion on the Refugee Quota

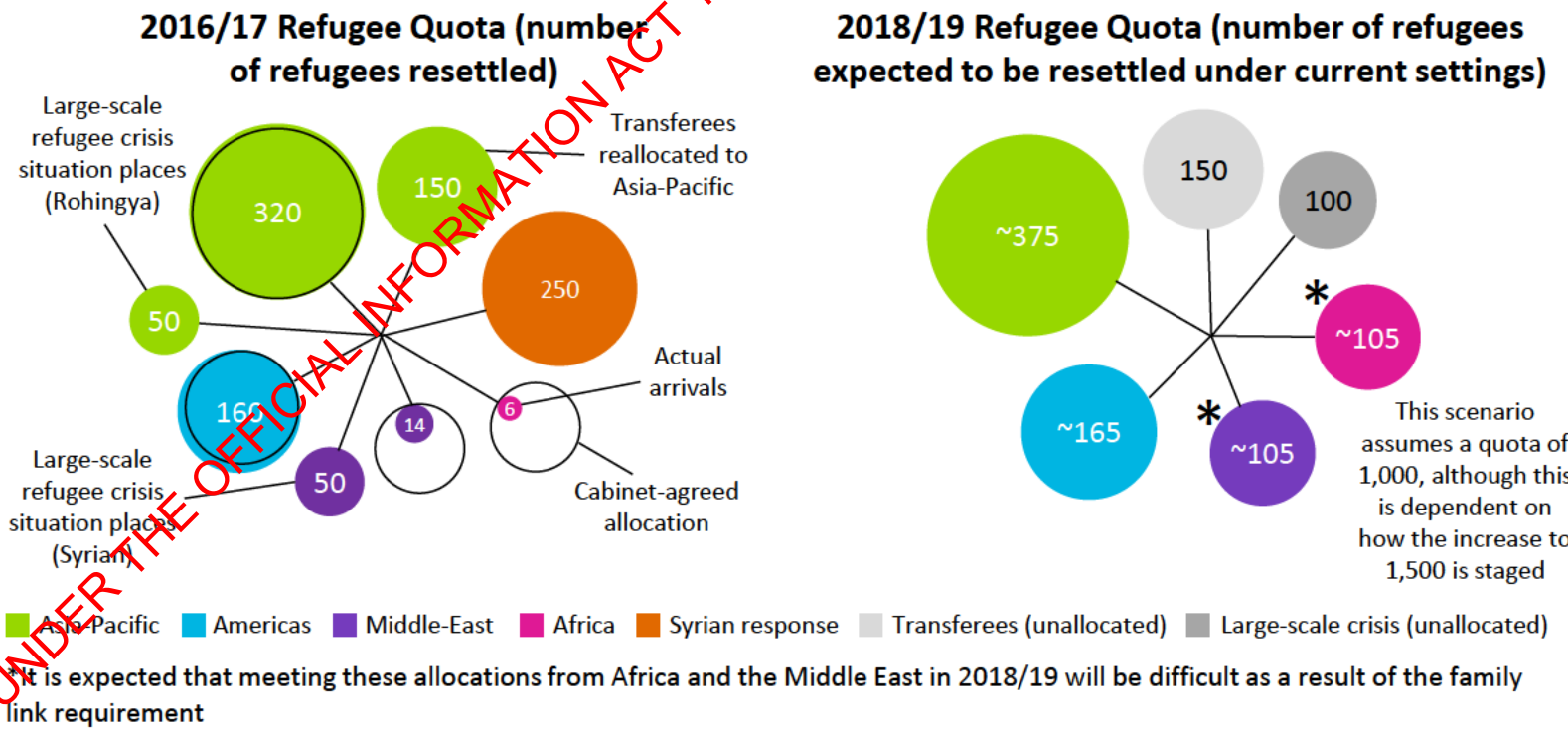
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Purpose of discussion	Context	The three-year Refugee Quota Programme cycle
To determine the extent to which you wish to consider making changes to Refugee Quota policy settings for 2018/19.	<ul style="list-style-type: none"> <li>In 2018/19, the Refugee Quota will permanently increase to 1,000 places annually. You will also be considering options for staging the increase in the Refugee Quota to 1,500 places, which may begin in 2018/19 (subject to your preferences and Cabinet agreement).</li> <li>Alongside the decisions on staging the increase, you may wish to consider making further changes to policy settings for the 2018/19 Refugee Quota.</li> </ul>	<ul style="list-style-type: none"> <li>The three-year Refugee Quota Programme was introduced in 2010 to improve efficiency by enabling longer-term planning for the Refugee Quota.</li> <li>There is one year remaining in the current three-year Refugee Quota Programme. Decisions on policy settings for the Refugee Quota are usually made at the start of each three-year cycle, although it is possible to make changes for 2018/19.</li> </ul>

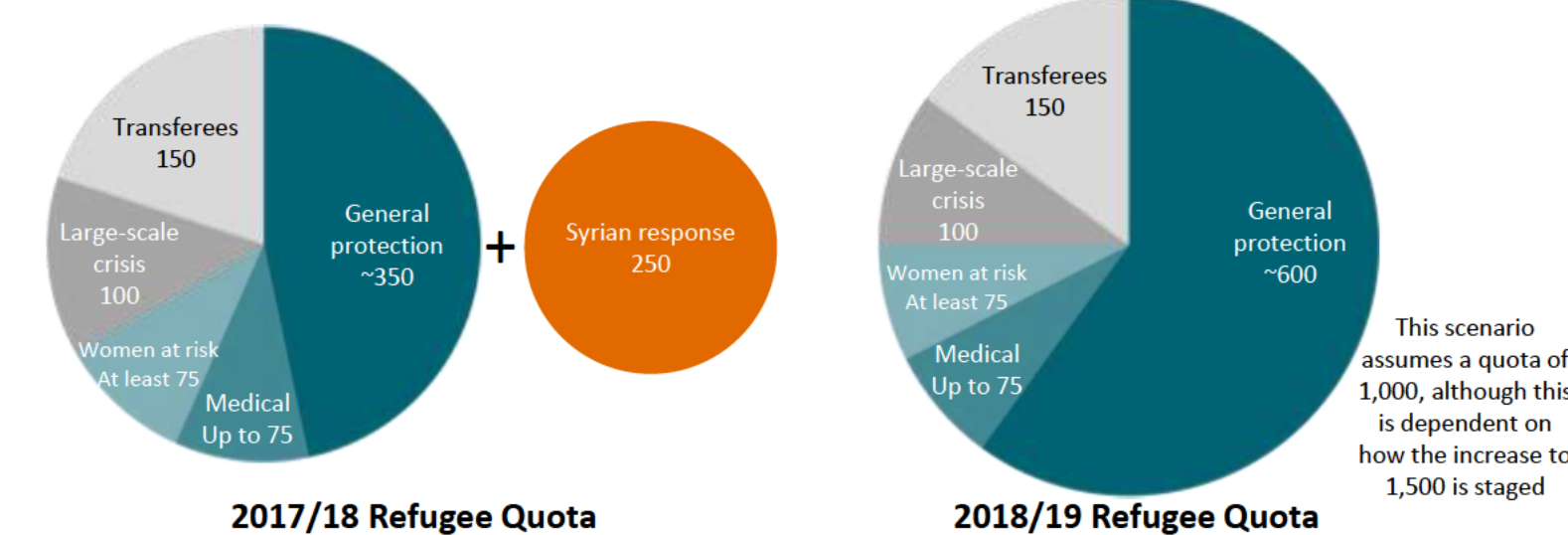
### What will the regional distribution of Refugee Quota places look like in 2018/19 under existing policy settings?

- The percentages of Refugee Quota places (excluding places set aside for transferees or large-scale crises) that are allocated to each region are decided by Cabinet and usually incorporate information from the United Nations High Commissioner for Refugees (UNHCR) on global refugee resettlement needs and priorities.
- Previous decisions to focus the Refugee Quota on the Asia-Pacific region have been made in recognition of New Zealand's responsibility sharing for this region.
- The UNHCR's most recent reporting indicates that there will be fewer refugees in need of resettlement in the Asia-Pacific region in the coming years, and that the regions with the largest numbers of refugees in need of resettlement are predominantly in Africa and the Middle East.
- In 2010, Cabinet introduced a requirement for refugees resettled from the Africa and Middle East regions to have a family member already in New Zealand [DES Min (10) 2/3].
- The Refugee Quota has been met since 2010, although it has been difficult to meet the allocations for Africa and the Middle East due to the challenges of identifying candidates with a family link in New Zealand. These challenges are expected to continue in 2018/19.



### What will the distribution of sub-categories within the Refugee Quota look like in 2018/19 under existing policy settings?

- The sub-categories of the Refugee Quota are defined by number, not proportion.
- In 2018/19, the emergency Syrian response (which consisted of 600 places in addition to the Refugee Quota over the last three financial years) is scheduled to finish, and the Refugee Quota will permanently increase to 1,000 places (subject to Cabinet decisions on staging the increase to 1,500 places).
- The number of places that are allocated to large scale refugee crisis situations and to refugees who are women at risk or have medical conditions (or are disabled) will remain the same in 2018/19.
- The conclusion of the emergency Syrian response in addition to the expected impact of the family link requirement for refugees resettled from the Middle East leaves comparatively few places available for refugees of Syrian nationality in 2018/19, despite the continuing refugee crisis in the region.





## Some decisions on regional allocation of Refugee Quota places are required for 2018/19

**Allocation of the 100 large-scale refugee crisis situation places:** This decision is usually made by the Ministers of Immigration and Foreign Affairs and Trade and does not require Cabinet approval. The 100 large scale refugee crisis situation places could be allocated to the Middle East region and be used to resettle Syrian refugees, which would enable New Zealand to continue to demonstrate responsibility sharing for the Syrian refugee situation (despite the emergency Syrian response having ended).

**Potential reallocation of 150 places set aside for refugees subject to Australia's offshore processing legislation:** If Australia opts not to utilise these places in 2018/19, a Cabinet decision will be required to allocate the places to UNHCR-referred refugees from another region. If this is the case, there will be an option to utilise these places for Syrian refugees to demonstrate New Zealand's responsibility sharing for this region.

## Possible further changes to Refugee Quota policy settings for 2018/19 could include both minor or more fundamental change

Some of the following changes can address the issues that have been highlighted in relation to the family link requirement for refugees from the Africa and Middle East region, and to the relatively small number of places that will be available for Syrian refugees in 2018/19 once the emergency Syrian response has concluded. Others are more fundamental changes to policy settings that would require consideration of global refugee resettlement needs and priorities.

### Changes that you may wish to consider

### What are the drivers for making a decision now?

### What are the benefits and/or risks of making changes?

Minor change

Remove the family link requirement for refugees resettled from the Africa and Middle East regions

There is a risk that existing regional allocation of places to Africa and the Middle East will not be met in 2018/19 due to the family link requirement. This will further decrease the number of places available for Syrian refugees.

✓ Removing the family link requirement will better enable the existing regional allocation of Refugee Quota places to Africa and Middle East to be met, where UNHCR reporting indicates that there are the largest numbers of refugees in need of resettlement. The family link policy has attracted negative attention in the media and from community stakeholders and the UNHCR due to the perception that it unfairly restricts refugees in the Africa and Middle East regions from accessing resettlement in New Zealand.

Change the size of the sub-categories proportionally to the increased size of the Refugee Quota, or reconsider the number of places available in some, or all, of the sub-categories of the Refugee Quota

There are no strong drivers to make decisions on this now, and there is an opportunity to consider broader changes to the sub-categories of the Refugee Quota when considering the next three-year Refugee Quota Programme.

✓ A proportional increase in the size of the sub-categories would enable the increase in the overall Quota to be reflected in the number of places available for particular categories. It may also be an option to consider the places available for Syrian refugees.

✗ There may be increased settlement costs associated with increasing the size of some sub-categories (for example, the medical/disabled sub-category).

Major change

Reassess the entire regional allocation of Refugee Quota places from 2018/19 onwards, in advance of the start of the next three-year Refugee Quota Programme

There are no strong drivers to make decisions on this now, and there is an opportunity to consider broader changes to the regional allocation of Refugee Quota places when considering the next three-year Refugee Quota Programme.

✓ The regional allocation of Refugee Quota places has not been changed significantly for some time, and a reassessment of New Zealand's position on this may be worthwhile given the changing refugee protection needs in the regions that New Zealand resettles from.

✗ There is a risk that significant changes would be difficult to implement in time for the 2018/19 Refugee Quota. Major changes to the numbers of refugees that are resettled from each region would require time to build a pipeline of eligible refugees to ensure that the annual quota and new regional allocations are met.

## Next steps

- You will be provided with advice on the allocation of the 100 large scale refugee crisis places for 2018/19, and on any further changes to settings for 2018/19 that you wish to consider, alongside advice on staging the increase to the Refugee Quota by the end of March.
- Cabinet decisions on further changes to 2018/19 Refugee Quota settings that you wish to make would be made alongside Cabinet decisions on staging the increase to the Refugee Quota.
- If Australia indicates that it does not wish to utilise the 150 places that are set aside for refugees subject to its offshore processing legislation in 2018/19, Cabinet decisions will be required on reallocation of these places later in 2018.
- The next three-year Refugee Quota Programme will begin in July 2019. You will be provided with advice on policy settings for the next three-year programme in early 2019.

**Annex Three: Information to support discussion on the New Zealand Residence Programme**

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# BRIEFING

## 2018/19 Refugee Quota

<b>Date:</b>	28 June 2018	<b>Priority:</b>	High
<b>Security classification:</b>	In confidence	<b>Tracking number:</b>	3194 17-18

Action sought		
	Action sought	Deadline
<b>Hon Iain Lees-Galloway</b> Minister of Immigration	Agree to the recommendations	29 June 2018
<b>Rt Hon Winston Peters</b> Minister of Foreign Affairs		

Contact for telephone discussion (if required)				
Name	Position	Telephone		1st contact
Steve McGill	General Manager Settlement, Protection and Attraction	04 896 5230 (wk)	s 9(2)(a)	✓
Andrew Lockhart	National Manager Refugee and Protection Unit	09 928 2217 (wk)	s 9(2)(a)	✓
Bernadette Cavanagh	Deputy Secretary Multilateral and Legal Group	04 439 8244 (wk)	s 9(2)(a)	
Angela Hassan-Sharp	Unit Manager United Nations, Human Rights and Commonwealth Division	04 439 8114 (wk)	s 9(2)(a)	

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

Minister's office to complete:

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

Comments:

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# BRIEFING

## 2018/19 Refugee Quota

<b>Date:</b>	28 June 2018	<b>Priority:</b>	High
<b>Security classification:</b>	In confidence	<b>Tracking number:</b>	3194 17-18

### Purpose

This paper:

- Provides information about the composition of the 2018/19 Refugee Quota;
- Seeks a decision on the allocation of the annual 100 large-scale refugee crisis situation places within the 2018/19 Refugee Quota; and
- Notes that a Cabinet decision will be required for the re-allocation of the annual 150 places, within the 2018/19 Refugee Quota, set aside for refugees subject to Australia's offshore processing legislation should they not be required by Australia.

### Recommended action

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

a **Note** the proposed composition of the 2018/19 Refugee Quota.

*Noted*

b **Agree** that the annual 100 large-scale refugee crisis situation places within the 2018/19 Refugee Quota be:

*Either*

i. **Option One** (recommended): allocated to resettle 100 Syrian refugees.

*Agree / Disagree*

*Or*

ii. **Option Two**: allocated to resettle 50 Rohingya refugees and 50 Syrian refugees.

*Agree / Disagree*

c **Note** that at the next regular meeting between New Zealand and Australian officials, which is scheduled to take place in August 2018, New Zealand officials will ask Australian officials if Australia will utilise the annual 150 places set aside within the 2018/19 Refugee Quota for refugees subject to Australia's offshore processing legislation.

*Noted*

d **Note** that if Australia declines to utilise the annual 150 places within the 2018/19 Refugee Quota, a Cabinet decision will be required to reallocate these places to refugees referred to New Zealand by the United Nations High Commissioner for Refugees (UNHCR).

*Noted*

- e **Note** that if Australia agrees to utilise the annual 150 places within the 2018/19 Refugee Quota, officials will provide Ministers with advice about the next steps.

Noted



Steve McGill  
General Manager  
Settlement, Protection and Attraction  
Immigration New Zealand, MBIE

28/6/18



Hon Iain Lees-Galloway  
Minister of Immigration

2/7/18



Bernadette Cavanagh  
for Secretary of Foreign Affairs and Trade

28/06/2018

Rt Hon Winston Peters  
Minister of Foreign Affairs

..... / .....

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## Key Points

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- In June 2016, Cabinet agreed to the 2016/17-2018/19 Refugee Quota Programme.
- For the 2018/19 Refugee Quota decisions are required from Ministers and Cabinet on the:
  - allocation of the annual 100 large-scale refugee crisis situation places, and
  - reallocation of the annual 150 places, should they not be required by Australia.

### Large-Scale Refugee Crises Situation places

- The Refugee Quota Programme has 100 places allocated annually for large-scale refugee crisis situations. The 100 large-scale crisis places are not subject to the family link requirement. Last year, Ministers agreed to use this allocation to resettle 50 Syrian refugees based in Jordan and Lebanon and 50 Rohingya refugees based in Malaysia and Thailand. For 2018/19, officials recommend that the 100 places be allocated for Syrian refugees.
- In 2015 Cabinet agreed to an emergency response to the Syrian refugee crisis which expires at the end of the 2017/18 financial year. This provided for 600 Syrian refugees to be resettled in New Zealand between 2015/16 – 2017/18 in addition to New Zealand's annual refugee quota of 750 places.
- As the emergency Syrian response will conclude in 2017/18, the number of Syrian refugees New Zealand is able to resettle within the 2018/19 Refugee Quota is likely to be significantly reduced. As Syria remains the largest refugee crisis in the world<sup>1</sup> and the UNHCR has assessed that Syrian refugees compose the largest percentage of refugees who have priority resettlement needs, officials recommend using the 100 large-scale refugee crisis situation places to resettle Syrian refugees. This will enable New Zealand to continue to contribute to the international response to the Syrian refugee crisis in support of our reputation as a country willing to respond to global humanitarian issues.
- An alternative is utilising the large-scale refugee crisis situation places to resettle 50 Syrian refugees and 50 Rohingya refugees, as was done in 2017/18. However, Rohingya refugees are currently not being resettled directly from Bangladesh (which is where the vast majority of Rohingya refugees are located, following violence in 2017)<sup>2</sup>. In addition, it is planned to resettle Rohingya refugees from Malaysia and/or Thailand as part of the Asia-Pacific regional allocation within the 2018/19 Refugee Quota. Therefore on balance, officials recommend allocating all of the large-scale refugee crisis situation places in 2018/19 to Syrian refugees.

### Arrangement with Australia – 150 places

- Since 2014, New Zealand has set aside 150 places annually from within our Refugee Quota Programme to resettle refugees subject to Australia's offshore processing legislation. To date, Australia has not taken up this offer.
- Officials are meeting with the Australian Department for Home Affairs in August 2018 and will ask Australia if they want to utilise these 150 places. Following that meeting, the Minister of Immigration and the Minister of Foreign Affairs will be provided with updated advice on the 150 places.

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<sup>1</sup> Over 5.6 million people have fled Syria and over 4 million have registered as refugees in neighbouring countries (Lebanon, Turkey and Jordan).

<sup>2</sup> We understand this is primarily because while the UNHCR recognises the Rohingya in Bangladesh as refugees, they are currently not seeking resettlement to a safe third country while a broader humanitarian response and discussions with relevant governments in the region continue.



## Background: 2016/17-2018/19 Refugee Quota Programme

1. In June 2016, Cabinet agreed [CAB 16 Min 0271] to the current three-year Refugee Quota Programme (2016/17-2018/19), which included agreement that the refugee quota be increased to 1,000 places each year from 2018/19. Cabinet also agreed to the following international regional allocation of places:

Region of Asylum	Proportion (%)
Asia-Pacific	50
Americas	22
Middle East	14
Africa	14

2. In addition to the regional allocation, 100 places annually were set aside for large-scale refugee crisis situations and 150 places annually for refugees subject to Australia's offshore processing legislation.

### Refugee quota assessment and screening

3. The cases referred to New Zealand by the UNHCR have been determined to be refugees as defined by the 1951 Convention Relating to the Status of Refugees and have been assessed and prioritised by the UNHCR for resettlement in a safe third country.

Out of scope

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6. Additional background information on the Refugee Quota Programme is located in Annex One.

### 2018/19 Refugee Quota decisions

7. For the 2018/19 Refugee Quota (the last of the current agreed three-year Refugee Quota Programme), decisions are required from:
  - Ministers on the allocation of the annual 100 large-scale refugee crisis situation places;
  - Cabinet on the re-allocation of the annual 150 places, should they not be required by Australia.
8. Annex Two provides an overview of the 2016/18-2018/19 Refugee Quota Programme, including the composition (nationality) of the 2018/19 Refugee Quota.

## Large-scale refugee crisis situation places

9. A decision is required for the allocation of the 100 large-scale refugee crisis situation places within the 2018/19 Refugee Quota.
10. These places enable New Zealand to respond flexibly to global events by resettling refugees from regions that are experiencing large-scale refugee crisis situations. The family link requirement does not apply to these places<sup>3</sup>.
11. In May 2017, Ministers agreed to the use the 100 large-scale refugee crisis situation places within the 2017/18 Refugee Quota to resettle Syrian refugees (50 places) referred by the United Nations High Commissioner for Refugees (UNHCR) from the Middle East region (Jordan and Lebanon) and Rohingya refugees (50 places) referred by the UNHCR from the Asia-Pacific region (Malaysia and Thailand).

### Options for allocation

12. The table below provides options for the allocation of the annual 100 large-scale refugee crisis situation places within the 2018/19 Refugee Quota.

	Allocation of the 100 large-scale refugee crisis situation places
<b>Option 1 (recommended)</b>	Syrian – 100
<b>Option 2</b>	Rohingya – 50 Syrian – 50

*Option 1 is recommended as it demonstrates New Zealand's commitment to the largest international humanitarian refugee crisis.*

13. The situation of Syrian refugees remains the largest global refugee crisis. Since the Syrian conflict began in 2011, over 5.6 million people have fled the country and over 4 million have registered as refugees in neighbouring countries (Lebanon, Turkey and Jordan). The UNHCR has assessed that Syrian refugees compose the largest percentage of refugees who have priority resettlement needs – at 40 per cent of the total global resettlement needs.
14. Officials recommend that within the 2018/19 Refugee Quota the large-scale refugee crisis situation places are allocated to resettle 100 Syrian refugees – likely to be resettled from Lebanon and/or Jordan.
15. Over the last three financial years, New Zealand has undertaken an emergency response to the Syrian refugee crisis given its global significance. The response has consisted of 600 places to resettle Syrian refugees (that is 100 places in 2015/16 and 250 places in both 2016/17 and 2017/18) in addition to the annual Refugee Quota, and 150 places to resettle Syrian refugees within the Refugee Quota [CAB 16 Min 0271]. The emergency response places will be concluded in 2017/18.
16. Despite Syrian refugees continuing to make up the largest percentage of those needing priority resettlement, there is a risk that New Zealand will not resettle the same number of Syrian refugees in 2018/19 that have been resettled in each of the last three financial years. Under current policy settings, refugees resettled from the Middle East region are required to have a family link in New Zealand. The family link requirement limits and impacts the number of refugee cases identified, which meet that requirement. In addition, the regional allocation to resettle refugees from the Middle East is 14 per cent (around 119 places). The allocation of all

<sup>3</sup> The family link criteria is not applied to the large-scale refugee crisis situation places as to be effective those places are available to be utilised to resettle refugees from any region that is experiencing a large-scale refugee crisis situation.

100 large-scale refugee crisis situation places to Syrian refugees within the 2018/19 Refugee Quota would help to mitigate that risk. [refer Annex Two]

*Option Two provides an opportunity to demonstrate responsibility sharing in the Asia-Pacific region in addition to responding to the Syrian crisis*

17. The situation for Rohingya people is a humanitarian priority. The Rohingya are an ethnic Muslim minority group living primarily in Myanmar's western Rakhine state. Since late August 2017, more than 671,000 Rohingya have fled from Myanmar government and military actions in the Rakhine state to Bangladesh. An estimated 900,000 Rohingya refugees are living in and around Cox's Bazar in Bangladesh – which includes refugee camps and settlements.
18. In 2017/18, the 100 large-scale refugee crisis situation places were split evenly between Syrian and Rohingya refugees. For the 2018/19 year, officials do not recommend utilising any of these places to resettle Rohingya refugees (Option 2) for two reasons. The first is that Rohingya refugees from Malaysia and/or Thailand are planned to be resettled as part of the Asia-Pacific regional allocation within the 2018/19 Refugee Quota. The second is that Rohingya refugees are currently not being resettled directly from Bangladesh, which is where the vast majority of Rohingya refugees are located, while discussions about a broader response are underway.

#### **Arrangement with Australia – 150 places**

19. Since 2014, New Zealand has set aside 150 places within the annual Refugee Quota to resettle refugees subject to Australia's offshore processing legislation.
20. In June 2016 as part of the decisions on the Refugee Quota Programme (2016/17-2018/19), Cabinet agreed that there would be no change to the arrangement that if the annual 150 places offered to Australia were not required they would be re-allocated to UNHCR-referred refugees (subject to Cabinet consideration of the regional allocations) [CAB 16 Min 0271].
21. For the 2016/17 and 2017/18 Refugee Quotas, Cabinet agreed that the 150 places offered to Australia be re-allocated to resettle UNHCR-referred refugees from the Asia-Pacific region.
22. Officials regularly meet with Australian officials to discuss refugee resettlement programmes (including the use of the 150 places), refugee settlement and asylum seeker matters.
23. The next regular meeting is planned for August 2018. Officials plan to discuss whether Australia will utilise the 150 places within the 2018/19 Refugee Quota.
24. Following that meeting, the Minister of Immigration and the Minister of Foreign Affairs will be provided with advice on the 150 places within the 2018/19 Refugee Quota.
25. If Australia declines to utilise the 150 places, Cabinet agreement to your preferred approach to the reallocation of the 150 places will be required by September 2018.



## **Annex One – Refugee Quota Programme background information**

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### *Refugee Quota Programme*

In June 2016, Cabinet agreed [CAB 16 Min 0271] to the current three-year Refugee Quota Programme (2016/17-2018/19), which included that:

- the quota would permanently increase to 1,000 places annually from 2018/19;
- no change to the regional allocation from that which was agreed in 2013 (that is 40 per cent from the Asia-Pacific, 40 per cent from the rest of the world and the resettlement of up to 150 refugees who had been subject to Australia's offshore processing legislation);
- family reunification and family-linked criteria would remain for cases selected for resettlement from Africa and the Middle East regions;
- there would be no change to the arrangement agreed by Cabinet in 2013, that if the 150 places offered to Australia to resettle transferees (refugees who had been subject to Australia's offshore processing legislation) were not required they will be reallocated to United Nations High Commissioner for Refugees (UNHCR)-referred refugees (subject to Cabinet consideration of the regional allocations);
- the places within the refugee quota for large-scale refugee crisis situations be increased from 50 to 100 places each year from 2016/17.

### *Refugee Quota process*

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

The UNHCR submits refugee cases to New Zealand to consider for resettlement under the Refugee Quota Programme. The cases submitted to New Zealand by the UNHCR have been determined by the UNHCR to be refugees under the 1951 Convention Relating to the Status of Refugees and have been assessed and prioritised for resettlement by the UNHCR.

To enable New Zealand to meet the Government's agreed Refugee Quota Programme, Immigration New Zealand plans a number of selection missions to the regions throughout the financial year to interview the cases that the UNHCR submits for resettlement:

- Africa region – including Kenya, Ethiopia, Uganda, Rwanda
- Americas region – Ecuador
- Middle East region – including Lebanon and Jordan
- Asia-Pacific region – including Thailand, Malaysia, Indonesia and Pakistan

**Annex Two – Refugee Quota Programme (2016/17-2018/19) and Syrian emergency response places**

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Annex Two - Overview of the 2016/18-2018/19 Refugee Quota Programme

Regions and nationalities	2016/17 Refugee Quota		2017/18 Refugee Quota		Proposed 2018/19 Refugee Quota	
	Actual no. refugees resettled	% refugees resettled	No. refugees resettled**	% refugees resettled**	No. refugees resettled**	% refugees resettled**
Africa* Includes Somali, Congolese, Eritrean, Ethiopian	6	1%	28	4%	119	14%
Americas Colombian	151	19%	180	23%	187	22%
Asia-Pacific Includes Afghan, Sri Lanka, Myanmar (including Rohingya^), Bhutanese, Palestinian, Iranian, Pakistani, Iraqi	559 (includes 50 large-scale refugee crisis situation places^ and 150 places)	73%	513 (includes 50 large-scale refugee crisis situation places^ and 150 places)	66%	425	50%
Middle East* Includes Iraqi, Palestinian, Iranian and Syrian^	51 (includes 50 large-scale refugee crisis situation places^)	6%	57 (includes 50 large-scale refugee crisis situation places^)	7%	119 (includes 100 large-scale refugee crisis situation places^ – pending Ministers' agreement)	14%
150 places	-	-	-	-	150	20%
<b>Sub Total</b>	<b>767</b>		<b>778</b>		-	-
Syrian emergency response	250	N/A	250	N/A	-	-
<b>Grand Total</b>	<b>1,017</b>	<b>100%</b>	<b>1,028</b>	<b>100%</b>	<b>1,000</b>	<b>100%</b>

\* Requires family or family reunification link; ^ Large-scale refugee crisis situation places do not have a family-link or family reunification requirement

\*\*Pending confirmation of logistics these numbers may change

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## AIDE MEMOIRE

### Information to support policy discussion on the next three-year Refugee Quota Programme

<b>Date:</b>	16 October 2018	<b>Priority:</b>	Medium
<b>Security classification:</b>	In Confidence	<b>Tracking number:</b>	1372 18-19

<b>Information for Minister(s)</b>
Hon Iain Lees-Galloway <b>Minister of Immigration</b>

<b>Contact for telephone discussion (if required)</b>				
<b>Name</b>	<b>Position</b>	<b>Telephone</b>		<b>1st contact</b>
Siân Roguski	Manager, Immigration Policy	04 901 8655	s 9(2)(a)	✓
Kate Manners	Policy Advisor	04 896 5924	N/A	

<b>The following departments/agencies have been consulted</b>
N/A

**Minister's office to complete:**

Approved

Declined

Noted

Needs change

Seen

Overtaken by Events

See Minister's Notes

Withdrawn

**Comments**

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## AIDE MEMOIRE

### Information to support policy discussion on the next three-year Refugee Quota Programme

<b>Date:</b>	16 October 2018	<b>Priority:</b>	Medium
<b>Security classification:</b>	In Confidence	<b>Tracking number:</b>	1372 18-19

#### Purpose

This aide memoire provides you with information to support a policy discussion on the next three-year Refugee Quota Programme (2019/20 – 2021/22), which is scheduled for 10:30am on Thursday 18 October in your office.

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

16 / 10 / 2018

#### Policy discussion on the next three-year Refugee Quota Programme

1. You have a policy discussion on the next three-year Refugee Quota Programme scheduled with officials from the Ministry of Business, Innovation and Employment (MBIE) at 10:30am on Thursday, 18 October 2018 in your office.
2. The purpose of the policy discussion is to discuss options for the next three-year Refugee Quota Programme and to establish Ministers' initial preferences for the scope of proposals, including:
  - a. whether there are options that Ministers would like to exclude from further analysis at this stage; and
  - b. whether there are areas that have not been included in this set of initial options that Ministers would like to consider.
3. 2018/19 is the last year of the current three-year Refugee Quota Programme cycle. Cabinet decisions are required in February 2019 on the next three year cycle (2019/20 – 2021/22) to enable refugee quota selection missions and intakes to be planned.
4. Hon Tracey Martin, Minister for Children, has been invited to take part in the discussion. Her attendance is yet to be confirmed; it is possible that a representative from her office will attend in her place. Minister Martin has expressed a particular interest in opportunities for resettlement of unaccompanied minors.

5. An agenda for the policy discussion is attached in Annex One. A supporting A3 that covers initial options for the international regional allocation of refugee quota places and the distribution of sub-categories for the next three-year programme is attached in Annex Two.

### **The United Nations High Commissioner for Refugees has made a submission on the Refugee Quota Programme**

6. As is its usual practice, the United Nations High Commissioner for Refugees (UNHCR) has made a submission on New Zealand's three-year Refugee Quota Programme. This submission is one of the key inputs into decision-making on the programme. The submission is attached in Annex Three, and includes the UNHCR's recommendations around priority refugee situations and regions and particular groups that could be considered in New Zealand's refugee quota.
7. The key points of the UNHCR submission, and options for responding to them, will be covered in the policy discussion.

### **Annexes**

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Annex One: Agenda for policy discussion

Annex Two: A3 on the three year Refugee Quota Programme 2019/20 – 2021/22

Annex Three: UNHCR submission

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## **Annex One: Agenda for policy discussion**

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### **Minister of Immigration**

#### **Policy Discussion with officials from the Ministry of Business, Innovation and Employment**

18 October 2018, 10:30am-11:00am

4.5 EW

### **Officials attending**

#### *Labour and Immigration Policy*

Ruth Isaac (General Manager, Labour and Immigration Policy)

Siân Roguski (Manager, Immigration Policy)

Craig Forbes (Principal Policy Advisor, Immigration Policy)

Victoria Hodgson (Policy Advisor, Immigration Policy)

Kate Manners (Policy Advisor, Immigration Policy)

#### *Immigration New Zealand*

Nick Aldous (Director, Policy Integration, Immigration New Zealand)

Suzanne Malan (Principal Advisor, Refugee and Protection, Immigration New Zealand)

### **Agenda**

#### **1. Policy settings for the three-year Refugee Quota Programme 2019/20 – 2021/22**

The purpose of this meeting is to discuss policy options for the next three-year Refugee Quota Programme, and to establish Ministers' initial preferences for the scope of proposals.

##### **a. Introduction:**

- Policy settings for the current three year Refugee Quota Programme
- Global resettlement need
- Content of the United Nations High Commissioner for Refugees' submission on the next three-year Refugee Quota Programme

##### **b. Options for the international regional allocation of refugee quota places:**

- Removing the family link requirement
- Making changes to the family link requirement
- Maintaining the family link requirement

##### **c. Options for the distribution of sub-categories within the refugee quota:**

- Proportional increases in the sizes of some of the existing sub-categories
- Provision of refugee quota places for unaccompanied children or adolescents at risk

##### **d. Areas that haven't been considered within scope of this work**



**Annex Two: A3 on the three-year Refugee Quota Programme 2019/20 – 2021/22**

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Purpose of discussion	Context: the three-year Refugee Quota Programme cycle
<p>To discuss policy options for the next three-year Refugee Quota Programme (2019/20 – 2021/22) and to establish Ministers' initial preferences for the scope of proposals including:</p> <ul style="list-style-type: none"> <li>- whether there are options that Ministers would like to exclude from further analysis at this stage; and</li> <li>- whether there are areas that have not been included in this set of initial options that Ministers would like to consider.</li> </ul>	<ul style="list-style-type: none"> <li>• The three-year Refugee Quota Programme was introduced in 2010 to improve efficiency by enabling longer-term planning for the Refugee Quota. Decisions are made every three years on the size, international regional allocation and distribution of sub-categories within the refugee quota (although it is possible to make decisions out-of-cycle).</li> <li>• 2018/19 is the last year of the current three-year cycle. Cabinet decisions are required in February 2019 on the next three year cycle (2019/20 – 2021/22) to enable refugee quota selection missions and intakes to be planned.</li> <li>• In September 2018, Cabinet agreed to increase the annual refugee quota to 1,500 places from July 2020. This means that for the first year of the next three-year cycle, the refugee quota will consist of 1,000 places, and for the following two years it will consist of 1,500 places.</li> </ul>

Settings for the current three year Refugee Quota Programme						Global resettlement need	
Regional allocation	2016/17		2017/18		2018/19		
	Agreed places	Actual arrivals	Agreed places	Actual arrivals	Agreed places (actual arrivals pending)		
Annual quota	750 (+250 Syrians)	1017	750 (+250 Syrians)	1028	1,000		
Asia-Pacific	250	359	250	313	375		
Americas	110	151	110	180	165		
Africa*	70	6	70	28	105		
Middle East*	70	1	70	7	105		
Places set aside for Australia		150		150	150		
Large scale crises		100		100	100		
Emergency Syrian response		250		250	-		

Region	Projected number of refugees in need of resettlement for 2019
Americas	4,074
Middle East and North Africa	271,297
Europe	420,750
Asia and the Pacific	102,146
Africa	629,744

\* For the last three Refugee Quota Programme cycles (since 2010), refugees from the Africa and Middle East regions have been required to have an existing family link in New Zealand to be considered for resettlement. It has been difficult for the UNHCR and INZ to identify eligible candidates from these regions, and as a result, it has not been possible to meet the number of places that are allocated to Africa and the Middle East. The refugee quota has been met by resettling larger numbers of refugees from the Asia-Pacific and Americas regions.

Sub-categories	Details
Within the international regional allocations, the current three year Refugee Quota Programme also provides sub-categories for:	<ul style="list-style-type: none"> <li>• up to 75 places each year for medical/disabled refugee cases; and</li> <li>• at least 75 places for women at risk.</li> </ul>
These sub-categories demonstrate New Zealand's particular commitment to these groups and acknowledgement of their unique vulnerability and need for resettlement opportunities.	
The remainder of the refugee quota is made up of the general protection sub-category, which includes:	<ul style="list-style-type: none"> <li>• approximately 10-20 places for refugees in urgent need of resettlement; and</li> <li>• places for the reunification of immediate family members within the refugee quota.</li> </ul>

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## Initial policy options for the three year Refugee Quota Programme 2019/20 – 2021/22

### Options for the international regional allocation of places

- Three options for the international regional allocation of refugee quota places have been developed that indicate what would be possible if the family link requirement is maintained, changed, or removed.

Option	What could the distribution look like? (excluding the 150 places and large-scale crises places)	What are the benefits and risks?
Alignment to UNHCR priority situations	Remove the family link requirement	<p><b>20-40% Asia Pacific</b></p> <p><b>10-20% Americas</b></p> <p><b>15-30% Africa</b></p> <p><b>25-40% Middle East</b></p> <p><b>Benefits:</b> Enables New Zealand to respond strongly to priority refugee resettlement needs – reinforcing the protection focus of the refugee quota – and demonstrate commitment to international responsibility-sharing.</p>
	Make changes to the family link requirement so that it is more flexible	<p><b>30-50% Asia Pacific</b></p> <p><b>10-20% Americas</b></p> <p><b>15-30% Africa</b></p> <p><b>15-30% Middle East</b></p> <p><b>Benefits:</b> Enables New Zealand to respond to priority refugee resettlement needs and demonstrate commitment to international responsibility-sharing.</p> <p><b>Risks:</b> Additional requirements for particular regions diminish the protection focus of the refugee quota, may be difficult to implement and may be perceived as discriminatory.</p>
	Maintain the family link requirement for refugees in the Middle East and Africa regions	<p><b>70-80% Asia Pacific</b></p> <p><b>10-20% Americas</b></p> <p><b>5% Africa</b></p> <p><b>5% Middle East</b></p> <p><b>Benefits:</b> Operationally feasible and enables New Zealand to demonstrate commitment to the Asia-Pacific region.</p> <p><b>Risks:</b> Does not respond to global resettlement need or the UNHCR recommendations and does not align with the humanitarian policy intent of the refugee quota. The family link requirement is a constraint from an operational perspective, does not confer settlement benefits and has been perceived as discriminatory.</p>

**There is also an option to consider a more flexible approach to setting the regional allocation of places:** You may wish to consider a proposal that specifies a range of percentages that will be allocated to each region over the three year programme, rather than an exact number. This would be operationally feasible and would allow for more flexibility in the allocation of refugee quota places – responding to one of the UNHCR’s recommendations.

#### Questions for discussion

- Would Ministers like to exclude any of these options from further analysis?
- Would Ministers like to consider setting the regional allocation of the quota as a range, rather than set percentages?

### Next steps

- MBIE will provide the Minister of Immigration with a briefing on options for the three year Refugee Quota Programme 2019/20 – 2021/22 in early November 2018. Following decisions on finalised proposals, a Cabinet paper will be prepared for discussion with colleagues ahead of its consideration by the Cabinet Economic Development Committee in February 2019.
- The next three-year Refugee Quota Programme will begin from July 2019. The increase in the refugee quota to 1,500 places will take effect from July 2020.

### Options for the distribution of sub-categories

- Options for changing the distribution of sub-categories in the refugee quota include proportional increases in some of the existing sub-categories (which would take effect alongside the increase to 1,500 places) and consideration of new categories for particular groups.

Option	What are the benefits and risks?
Changes to existing sub-categories	<p>Increase the number of places set aside for large-scale refugee crisis situations</p> <p><b>Benefits:</b> Enables New Zealand to respond more strongly and with more flexibility to large-scale refugee crisis situations each year.</p>
	<p>Proportionally increase the number of places set aside for women at risk</p> <p><b>Benefits:</b> Enables New Zealand to continue demonstrating commitment to providing protection for refugee women and their children and acknowledging the challenges that they face. It could also be an option to explore whether this sub-category could provide an avenue for resettlement of vulnerable children.</p>
	<p>Proportionally increase the number of places available for refugees with medical conditions or disabilities</p> <p><b>Benefits:</b> Enables New Zealand to continue demonstrating commitment to providing protection opportunities for this group.</p> <p><b>Risks:</b> May have funding implications. In previous years, this sub-category has not been filled.</p>
New sub-category	<p>Increase the number of places that are available for urgent/emergency resettlement cases</p> <p><b>Risks:</b> Could have funding implications associated with possible additional emergency selection missions. Consideration would need to be given to the process for accepting urgent cases. In previous years, the small number of places that New Zealand has made available for urgent cases have not been filled.</p>
	<p>Provide some refugee quota places for unaccompanied children or adolescents at risk</p> <p><b>Benefits:</b> Unaccompanied refugee children and adolescents are a concern of the UNHCR and some refugee advocacy groups.</p> <p><b>Risks:</b> This would require a tailored approach to settlement and consideration of any constraints in the child protection system. There may be funding implications. Potential demand for family reunification would also need to be considered.</p>

#### Questions for discussion:

- Would Ministers like to exclude any of these options from further analysis?
- Are there other options or outcomes that Ministers would like to consider?

### Options that we consider are out of scope of this work

- Changes to the size of the refugee quota within the next three years
- Changes to the arrangement with Australia to resettle up to 150 refugees each year
- Decisions on the Community Organisation Refugee Sponsorship Category (as evaluation results are due in December 2018) or introduction of additional complementary pathways for refugees
- Changes to the settlement programme for quota refugees
- Allocation of refugee quota places to Europe
- Changes to the family reunification system for refugees (to be covered in the review in 2019).



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## BRIEFING

### Final Cabinet paper: Three year Refugee Quota Programme 2019/20 to 2021/22

<b>Date:</b>	13 August 2019	<b>Priority:</b>	High
<b>Security classification:</b>	In Confidence	<b>Tracking number:</b>	0439 19-20 (Briefing) 2525 18-19 (Cabinet Paper)

Action sought		
	Action sought	Deadline
Hon Iain Lees-Galloway <b>Minister of Immigration</b>	<b>Agree</b> to lodge the Cabinet paper attached at Annex One by 10am Thursday 15 August	15 August 2019
Hon Poto Williams <b>Associate Minister of Immigration</b>	For your information.	N/A

Contact for telephone discussion (if required)			
Name	Position	Telephone	1st contact
Ruth Isaac	General Manager Labour and Immigration Policy	04 901 3883	s 9(2)(a)
Siân Roguski	Manager, Immigration Policy	04 901 3855	s 9(2)(a) ✓
Victoria Hodgson	Policy Advisor	04 901 8476	N/A

The following departments/agencies have been consulted

Minister's office to complete:

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| <input type="checkbox"/> Noted                | <input type="checkbox"/> Needs change        |
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| <input type="checkbox"/> See Minister's Notes | <input type="checkbox"/> Withdrawn           |

Comments





## BRIEFING

### Three year Refugee Quota Programme 2019/20 – 2021/22: Draft Cabinet Paper

<b>Date:</b>	13 August 2019	<b>Priority:</b>	High
<b>Security classification:</b>	In Confidence	<b>Tracking number:</b>	0439 19-20 (Briefing) 2525 18-19 (Cabinet Paper)

#### Purpose

To provide you with a final Cabinet paper seeking agreement to establish the next three year planning cycle (2019/20 to 2021/22) of the Refugee Quota Programme, for lodging.

#### Recommended action

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

- a **Note** that Cabinet decisions are required on the current three year planning cycle (2019/20 to 2021/22) of the Refugee Quota Programme. (Noted)
- b **Note** that in March officials provided you with a draft Cabinet paper containing your preferred options for the next three year Refugee Quota Programme, including changes to the international regional allocation, the family link requirement, the size of subcategories, and the process for reallocating the 150 places set aside each year for Australia (briefing 2523 18-19 refers). (Noted)
- c **Note** that officials provided revised versions on 5 June and 26 July 2019 (briefing 2524 18-19 refers), and incorporated your feedback on these versions into the final version which is attached at Annex One. (Noted)
- d **Agree** to lodge the Cabinet paper attached at Annex One by 10am Thursday 15 August 2019, for consideration by the Cabinet Economic Development Committee (DEV) on 21 August. (Agree / Discuss)
- e **Note** that talking points for this paper are attached at Annex Two, and talking points for the **Out of Scope** (also scheduled for DEV on 21 August) are attached at Annex Three.

Ruth Isaac  
**General Manager, Labour and Immigration  
Policy**

Labour, Science and Enterprise, MBIE

13 / 8 / 19

Hon Iain Lees-Galloway  
**Minister of Immigration**

15 / 8 / 19

## **A final Cabinet paper for lodging is attached at Annex One**

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### **MBIE provided you a revised draft Cabinet paper proposing settings for the next three year Refugee Quota Programme**

1. New Zealand's Refugee Quota Programme is decided in three year planning cycles. 2018/19 is the last year of the current three year programme. Cabinet decisions are required for the next three year period, which begins on 1 July 2019.
2. On 29 July MBIE provided you a revised draft Cabinet paper for consultation (briefing 2524 18-19 refers). On 12 August 2019 your office informed MBIE that no further changes were required to the Cabinet paper.

# Out of scope

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## **Annexes**

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Annex One: Final Cabinet paper: *Three year Refugee Quota Programme 2019/20 to 2021/22*

Annex Two: Talking points for *Three year Refugee Quota Programme 2019/20 to 2021/22*

## Out of Scope

**Annex One: Final Cabinet paper: *Three year Refugee Quota Programme 2019/20 to 2021/22***

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*Attached as separate document*

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## Annex Two: Talking points for *Three year Refugee Quota Programme 2019/20 to 2021/22*

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### Talking points

#### *Main decisions sought*

- Cabinet decides the international regional allocations and sub-categories of the Refugee Quota Programme every three years.
- In this paper I provide four options for adjusting the international regional allocation of the quota and changing the family link requirement for refugees from Africa and the Middle East. My preferred option is to remove the family link requirement, and increase the proportion allocation to the Middle East and Africa regions while retaining an Asia-Pacific focus (Option 3).
- I also recommend that when the quota increases to 1500 people per year from July 2020, Cabinet increases the number of places set aside to respond to large-scale refugee crises and for women at risk.

#### *International regional allocations and family link requirement*

- Since 2010, 50 per cent of places within the Refugee Quota Programme (excluding those set aside for response to large-scale refugee crises, and those set aside for the offer to Australia) have been allocated to the Asia-Pacific region to demonstrate New Zealand's commitment to responsibility sharing in our own region. 22 per cent have been allocated to the Americas region and 14 per cent each to the Middle East and Africa region.
- The family link requirement, whereby refugees who have sought asylum in the Middle East or Africa region must already have a family member in New Zealand to be eligible for resettlement, has limited our ability to resettle refugees from those regions and meet the previous regional allocation. It must be modified or removed in order to resettle more than five per cent each from the Middle East and Africa regions.
- I have provided four options for changing the international regional allocation and the family link requirement.
- My preferred option is that 40 per cent of places are set aside for the Asia-Pacific region, and 20 per cent of places are set aside each for the Americas, Middle East, and Africa regions, and to remove the family link requirement to support this change.
- This realignment maintains our strong commitment to responsibility sharing in the Asia-Pacific, while also recognising the high level of need in the Middle East and Africa regions.

#### *Subcategories*

- As the number of places within the Refugee Quota Programme will increase to 1500 per year from July 2020, we have the opportunity to reconsider the subcategories within the quota. Subcategories allow us to ensure the refugee quota programme focusses on the most vulnerable subgroups, such as women and those with disabilities.
- I recommend that when the quota increases to 1500 places, the number of places set aside for large scale refugee crisis situations increases from 100 per year to 200 per year (+/- ten per cent) and that the subcategory for women at risk increases from at least 75 places per year to 150 places per year.
- I recommend that the other subcategories (for refugees with medical conditions and disabilities and for refugees in need of urgent resettlement) remain at their current size

of 75 and 35 refugees per year respectively, as that size has proven adequate in recent years.

#### *Offer to Australia*

- I recommend maintaining the offer to Australia of resettling 150 refugees per year from its offshore asylum centres. I recommend that Cabinet make an in-principle decision that should Australia not require the places in a given year, those places be reallocated according to the international regional allocations without needing to return to Cabinet for agreement.

#### **Additional questions and answers**

##### *What process was undertaken to inform the decisions in this Cabinet paper?*

- In October 2018, the United Nations High Commissioner for Refugees (UNHCR) provided me a submission on the next three year planning cycle. [REDACTED]

s 6(a)

- In February 2019, MBIE officials provided me initial advice. MBIE consulted with MFAT, Department of Internal Affairs (Office of Ethnic Communities), Department of Prime Minister and Cabinet, the Police, the Security Intelligence Service, the Treasury, Oranga Tamariki-Ministry for Children, Ministry of Housing and Urban Development, Ministry of Education and the Ministry of Social Development.
- I consulted with Ministerial colleagues and officials before finalising the proposals put forward in this paper.

##### *What are the risks of removing the family link requirement?*

- The SIS has confirmed that there are no security risks from modifying the family link requirement. All refugees resettled from the Middle East and Africa would be referred by the UNHCR and subject to the usual screening and assessment processes.

##### *What kind of reaction can we expect from this decision?*

- Following our decisions, officials will inform the UNHCR. The Cabinet paper will be proactively released on the MBIE website.
- If the family link requirement is not removed, some groups, including the UNHCR, may be concerned that the changes do not go far enough in recognising the need in the Middle East and Africa regions. These groups are likely to continue to advocate for removing the family link requirement altogether. s 9(2)(g)(i)

s 9(2)(g)(i)

##### *What was the original rationale for making the offer to Australia?*

- Former Prime Ministers John Key and Julia Gillard agreed the offer in 2012 as part of a regional approach to irregular migration.
- Although Australian officials have notified us each year that the 150 places have not been required, they have requested that the offer remain on the table for future consideration.

# Out of scope

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## BRIEFING

### 2019/20 to 2021/22 Refugee Quota Programme implementation and 2019/20 Refugee Quota composition

<b>Date:</b>	25 October 2019	<b>Priority:</b>	High
<b>Security classification:</b>	In confidence	<b>Tracking number:</b>	BR 1284 19-20

Action sought		
	Action sought	Deadline
<b>Hon Iain Lees-Galloway</b> Minister of Immigration	Agree to the recommendations	18 November 2019
<b>Rt Hon Winston Peters</b> Minister of Foreign Affairs	Agree to the recommendations	8 November 2019
<b>Hon Poto Williams</b> Associate Minister of Immigration	For information	

Contact for telephone discussion (if required)				
Name	Position	Telephone		1st contact
Fiona Whiteridge	General Manager Refugee and Migrant Services	04 490 18423 (wk)	s 9(2)(a)	
Andrew Lockhart	National Manager Refugee and Migrant Support	09 928 2217 (wk)	s 9(2)(a)	✓
Victoria Hallum	Deputy Secretary Multilateral and Legal Group	04 439 8244 (wk)	s 9(2)(a)	
Kathryn Beckett	Unit Manager United Nations, Human Rights and Commonwealth Division	04 439 8432 (wk)	s 9(2)(a)	✓

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

Minister's office to complete:

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| <input type="checkbox"/> Noted                | <input type="checkbox"/> Needs change        |
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| <input type="checkbox"/> See Minister's Notes | <input type="checkbox"/> Withdrawn           |

Comments:



## BRIEFING

### 2019/20 to 2021/22 Refugee Quota Programme implementation and 2019/20 Refugee Quota composition

<b>Date:</b>	25 October 2019	<b>Priority:</b>	High
<b>Security classification:</b>	In confidence	<b>Tracking number:</b>	BR 1284 19-20

#### Purpose

This paper:

- Provides information about the implementation of the 2019/20 to 2021/22 Refugee Quota Programme and the composition of the 2019/20 Refugee Quota [refer Annex Two];
- Seeks a decision on the allocation of the annual 100 large-scale refugee crisis situation places within the 2019/20 Refugee Quota; and
- Notes the Cabinet decision to automatically reallocate the annual 150 places set aside for refugees subject to Australia's offshore processing legislation, should they not be required by Australia.

#### Recommended action

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

		<b>Hon Iain Lees-Galloway</b>	<b>Rt Hon Winston Peters</b>
a	<b>Note</b> the implementation of the 2019/20 to 2021/22 Refugee Quota Programme.	<i>Noted</i>	<i>Noted</i>
b	<b>Note</b> the proposed composition of the 2019/20 Refugee Quota as outlined in Annex Two.	<i>Noted</i>	<i>Noted</i>
c	<b>Agree</b> that the annual 100 large-scale refugee crisis situation places within the 2019/20 Refugee Quota be: <i>Either</i> i. <b>Option One</b> (recommended): allocated to resettle 100 Syrian refugees. <i>Or</i> ii. <b>Option Two</b> : allocated to resettle 50 Rohingya refugees and 50 Syrian refugees.	<i>Agree / Disagree</i>  <i>Agree / Disagree</i>	<i>Agree / Disagree</i>  <i>Agree / Disagree</i>

d	<b>Note</b> that in September 2019, Cabinet agreed that if the 150 places are not required by Australia in a given year, then the places will be automatically reallocated to United Nations High Commissioner for Refugees (UNHCR) referred refugees in accordance with the international regional allocation.	<i>Noted</i>	<i>Noted</i>
e	<b>Note</b> that the next regular meeting between New Zealand and Australian officials is scheduled to take place in February 2020, following that meeting officials will provide Ministers with advice about next steps in relation to the 150 places.	<i>Noted</i>	<i>Noted</i>
f	<b>Refer</b> this briefing to the Minister of Foreign Affairs.	<i>Noted Refer</i>	



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

*25/10/19*



Hon Iain Lees-Galloway  
**Minister of Immigration**  
*21/10/19*



Victoria Hallum  
**for Secretary of Foreign Affairs and Trade**

*23/10/19*



Rt Hon Winston Peters  
**Minister of Foreign Affairs**

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## Key Points

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- In September 2019, Cabinet agreed to the 2019/20 to 2021/22 Refugee Quota Programme.
- For the 2019/20 Refugee Quota a decision is required from Ministers on the allocation of the annual 100 large-scale refugee crisis situation places.

### Large-Scale Refugee Crises Situation places

- The Refugee Quota has 100 places allocated annually for large-scale refugee crisis situations. Last year, Ministers agreed to use this allocation to resettle 50 Syrian refugees based in Jordan and Lebanon and 50 Rohingya refugees based in Malaysia and Thailand. For 2019/20, officials recommend that the 100 places be allocated for Syrian refugees.
- Since the conflict began in 2011 in Syria, nearly 6 million people have fled the country and over 5.5 million have registered as refugees in neighbouring countries (Lebanon, Turkey, Iraq, Egypt and Jordan). Syria remains the largest refugee crisis in the world. The UNHCR has assessed that Syrian refugees compose the largest percentage of refugees who have priority resettlement needs. Officials recommend using the 100 large-scale refugee crisis situation places to resettle Syrian refugees. This will enable New Zealand to continue to contribute to the international response to the Syrian refugee crisis in support of our reputation as a country willing to respond to global humanitarian issues.
- An alternative is utilising the 100 large-scale refugee crisis situation places to resettle Syrian refugees (50 places) and Rohingya refugees (50 places), as was done in 2017/18 and 2018/19. However, Rohingya refugees are currently not being resettled directly from Bangladesh<sup>1</sup> (which is where the vast majority of Rohingya refugees are located). It is planned to resettle Rohingya refugees from Malaysia and/or Thailand as part of the Asia-Pacific regional allocation within the 2019/20 Refugee Quota. Therefore on balance, officials recommend allocating all of the large-scale refugee crisis situation places in 2019/20 to Syrian refugees.

### Arrangement with Australia – 150 places

- Since 2014, New Zealand has set aside 150 places annually from within our Refugee Quota to resettle refugees subject to Australia's offshore processing legislation. To date, Australia has not taken up this offer.
- In September 2019, Cabinet agreed that if Australia does not require the 150 places set aside within the Refugee Quota, the places will automatically be reallocated to refugees referred to New Zealand by the UNHCR in accordance with the international regional allocation after notification of the Minister of Immigration and Minister of Foreign Affairs, unless officials are instructed otherwise.
- The next scheduled officials meeting with the Australian Department for Home Affairs is in February 2020. At that officials' meeting Australia will be asked if they want to utilise the 150 places within the 2019/20 Refugee Quota. Following that meeting, the Minister of Immigration and the Minister of Foreign Affairs will be provided with advice on the 150 places.

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<sup>1</sup> Most Rohingya in Bangladesh have been registered by UNHCR as refugees. Currently conditions are not in place for voluntary, safe and sustainable returns of refugees to Myanmar. At this time UNHCR is not seeking resettlement to a safe third country. Rohingya refugees in Bangladesh continue to receive protection and humanitarian support. Meanwhile processes continue to negotiate and establish conditions for return.



## 2019/20 to 2021/22 Refugee Quota Programme

1. In September 2019, Cabinet agreed to the current three-year Refugee Quota Programme (2019/20 to 2021/22) [CAB-19-MIN-0468]. The decisions included agreement to remove the family-link requirement for refugees resettled from the Africa and Middle East regions and the following international regional allocation of places:

Region of Asylum	Proportion (%)
Asia-Pacific	50
Americas	20
Middle East	15
Africa	15

2. Cabinet also agreed that should Australia not utilise the 150 places<sup>2</sup> set aside annually within the Refugee Quota, then those places will automatically be reallocated to UNHCR referred refugees in accordance with the agreed international regional allocation, unless officials are instructed otherwise. In addition, Cabinet agreed to increase the annual large-scale refugee crisis situation and Women at Risk places from July 2020, when the Refugee Quota increased to 1,500 places annually.
3. Cabinet noted that the government priorities, consistent with the UNHCR referral of refugees for the Refugee Quota Programme are based on refugees' priority needs, which includes women and children at risk and people with disabilities.

### Implementation of the three-year Refugee Quota Programme

4. In line with the government's agreed priorities and international regional allocations, officials will engage with the UNHCR about refugee cohorts and the priority refugee situations (locations in the international regions) from which refugees will be resettled. This will enable New Zealand to work strategically with the UNHCR to provide resettlement for refugees who are most in need of protection and also to demonstrate international solidarity and responsibility-sharing with host states<sup>3</sup>.
5. As an example of the strategic use of resettlement, the UNHCR has identified cohorts of Guatemala, El Salvador and Honduras refugees as having priority protection and resettlement needs in the Americas region. New Zealand has experience in resettling Colombian refugees from that region. Utilising this experience, officials will explore with UNHCR the potential to include for resettlement Guatemala, El Salvador and Honduras refugee cohorts from the Americas region (within the agreed 20 percent from the Americas region).
6. Officials will also work with the UNHCR to maximise the use of the medical/disability and urgent sub-categories places [refer Cabinet paper 0439 19-20].
7. MBIE will work with Oranga-Tamariki-Ministry for Children to scope the work required to explore the viability of establishing a sub-category with the Refugee Quota for unaccompanied refugee minors within the next three years [refer Cabinet paper 0439 19-20].
8. Additional background information on the Refugee Quota Programme is located in Annex One.

<sup>2</sup> To resettle refugees who are subject to Australia's offshore processing legislation.

<sup>3</sup> This approach aligns with the concepts in the Global Compact on Refugees.

## 2019/20 Refugee Quota composition

9. In 2019/20, 1,000 quota refugees will be resettled in New Zealand under the Refugee Quota. To date, 333 quota refugees have been resettled in the July and September intakes. In the remaining four intakes, 667 quota refugees will be resettled.
10. Annex Two provides an overview of the 2019/20 to 2021/22 Refugee Quota Programme, including the proposed composition (nationality) of the 2019/20 Refugee Quota.

### A decision is required on the allocation of the 100 large-scale refugee crisis situation places

11. The large-scale refugee crisis situation places enable New Zealand to respond flexibly to global events by resettling refugees from regions that are experiencing large-scale refugee crisis situations, outside of the international regional allocations that Cabinet agrees on a three-year basis.
12. For each of the 2017/18 and 2018/19 Refugee Quotas, Ministers agreed to the use the places to resettle Syrian refugees (50 places) from the Middle East region (Jordan and Lebanon) and Rohingya refugees (50 places) from the Asia-Pacific region (Malaysia and Thailand).

#### Options for allocation

13. The table below provides options for the allocation of the 100 large-scale refugee crisis situation places within the 2019/20 Refugee Quota.

	Allocation of the 100 large-scale refugee crisis situation places
Option 1 (recommended)	Syrian refugees – 100 places
Option 2	Rohingya refugees – 50 places Syrian refugees – 50 places

*Option 1 is recommended as it demonstrates New Zealand's commitment to the largest current international humanitarian refugee crisis.*

14. Officials recommend that in 2019/20, the 100 large-scale refugee crisis situation places are allocated to resettle Syrian refugees given the ongoing nature and scale of the Syrian refugee situation and the coordinated international resettlement efforts.
15. The situation of Syrian refugees remains the largest global refugee crisis. Since the Syrian conflict began in 2011, nearly 6 million people have fled the country and over 5.5 million have registered as refugees in neighbouring countries (Lebanon, Turkey, Jordan, Iraq and Egypt). The UNHCR has assessed that Syrian refugees compose the largest percentage of refugees who have priority resettlement needs – at 43 percent of the total global resettlement needs.
16. Over the last three financial years, 765 Syrian refugees have been resettled in New Zealand. Within the 2019/20 Refugee Quota, Syrian refugees will be included for resettlement from the Middle East region [that is from Jordan and Lebanon – refer Annex Two].

*Option Two provides an opportunity to demonstrate responsibility sharing in the Asia-Pacific region in addition to responding to the Syrian crisis*

17. Officials do not recommend utilising the large-scale refugee crisis situation places in 2019/20 to resettle Rohingya refugees, as they are currently not being resettled directly from Bangladesh<sup>4</sup>.

<sup>4</sup> An estimated 900,000 Rohingya refugees who fled from Myanmar are living in and around Cox's Bazar in Bangladesh. The Rohingya are an ethnic Muslim minority group living primarily in Myanmar's western Rakhine state.

18. Over the last three financial years, 212 Rohingya refugees have been resettled in New Zealand. Within the 2019/20 Refugee Quota, Rohingya refugees will be included for resettlement from the Asia-Pacific region (that is from Malaysia and Thailand) [refer Annex Two].

#### **Arrangement with Australia – 150 places**

19. Since 2014, New Zealand has set aside 150 places within the annual Refugee Quota to resettle refugees subject to Australia's offshore processing legislation.
20. In September 2019, Cabinet agreed that if Australia does not require the 150 places set aside in a given year for the resettlement of refugees subject to its offshore processing legislation then those places will be automatically reallocated to UNHCR-referred refugees in accordance with the international regional allocation after notification of the Minister of Immigration and Minister of Foreign Affairs, unless officials are instructed otherwise [CAB-19-MIN-0468].
21. Officials regularly meet with Australian officials to discuss refugee resettlement programmes (including the use of the 150 places), refugee settlement and asylum seeker matters.
22. Following the September 2019 Cabinet decisions on the current three year Refugee Quota Programme, the next regular New Zealand/Australia officials' meeting is planned for February 2020. Officials plan to discuss whether Australia will utilise the 150 places within the 2019/20 Refugee Quota.
23. Ministers will be provided advice about the 150 places within the 2019/20 Refugee Quota following the officials' meeting.

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## Annex One – Refugee Quota Programme background information

### Refugee Quota Programme 2019/20 to 2021/22

In September 2019, Cabinet agreed [CAB-19-MIN-0468] to the current three-year Refugee Quota Programme (2019/20 to 2021/22), which included:

- noting that the government priorities, consistent with the UNHCR referral of refugees for the Refugee Quota Programme are based on refugees' priority needs, which includes women and children at risk and people with disabilities;
- the removal of family-link requirement and set the international regional allocation at 50 percent to the Asia-Pacific region, 20 percent to the Americas region, 15 percent to the Middle East region, and 15 percent to the Africa region (not including the places set aside for Australia, the places set aside for large-scale refugee crisis situations and the subcategory for urgent/emergency resettlement);
- to increase the sub-category for women at risk and the places set aside for response to large-scale refugee crisis situations, from July 2020, and to maintain the other sub-categories as follows:

Sub-categories	2019/20	2020/21	2021/22
Large-scale refugee crisis situations	100	200	200
Places offered to Australia	150	150	150
Women at risk	At least 75	At least 150	At least 150
Medical conditions/disabilities	Up to 75	Up to 75	Up to 75
(of which have HIV/AIDS)	(Up to 20)	(Up to 20)	(Up to 20)
Urgent resettlement	Up to 35	Up to 35	Up to 35
General protection, including family reunification	Remainder	Remainder	Remainder
<b>Total</b>	<b>1,000</b>	<b>1,500</b>	<b>1,500</b>

- that if Australia does not require the 150 places set aside in a given year for the resettlement of refugees subject to its offshore asylum processing legislation then those places will be automatically reallocated to UNHCR-referred refugees in accordance with the international regional allocation after notification of the Minister of Immigration and Minister of Foreign Affairs, unless officials are instructed otherwise.

### Refugee Quota Programme process

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

The UNHCR submits refugee cases to New Zealand to consider for resettlement under the Refugee Quota Programme. The cases submitted to New Zealand by the UNHCR have been determined by the UNHCR to be refugees under the 1951 Convention Relating to the Status of Refugees and have been assessed and prioritised for resettlement by the UNHCR.

To enable New Zealand to meet the Government's agreed Refugee Quota Programme, Immigration New Zealand plans a number of selection missions to the international regions of resettlement throughout the financial year to interview the refugee cases that the UNHCR submits for resettlement.

MBIE and MFAT Brief: 2019/20 to 2021/22 Refugee Quota Programme implementation and 2019/20 Refugee Quota composition

*Refugee Quota Programme assessment and screening*

The cases referred to New Zealand by the UNHCR have been determined to be refugees as defined by the 1951 Convention Relating to the Status of Refugees and have been assessed and prioritised by the UNHCR for resettlement in a safe third country.

# Out of scope

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Annex Two – Overview of the 2019/20 to 2021/22 Refugee Quota Programme

Regions and Nationalities	Proposed 2019/20 Refugee Quota		2020/21 Refugee Quota		2021/22 Refugee Quota	
	No. refugees planned to be resettled*	% refugees resettled	No. refugees*	% refugees resettled	No. refugees*	% refugees resettled
<b>Africa</b> Focus on Eritrean, Sudanese, Somali and South Sudanese	112	15%	172	15%	172	15%
<b>Americas**</b> Focus on Colombian	150	20%	230	20%	230	20%
<b>Asia-Pacific</b> Focus on Afghan, Pakistani (Ahmadi), Myanmar (including Rohingya), Palestinian and various African and Middle Eastern nationalities	375	50%	575	50%	575	50%
<b>Middle East</b> Focus on Iraqi, Syrian and Palestinian	113	15%	173	15%	173	15%
Large-scale refugee crisis situations (Ministers' agreement pending)	100		200		200	
Places set aside for Australia	150		150		150	
<b>Total</b>	<b>1,000</b>		<b>1,500</b>		<b>1,500</b>	

\*Pending confirmation of logistics these numbers may change

\*\*Potentially also include resettlement of Guatemala, Honduras, El Salvador refugees

MBIE and MFAT Brief: 2019/20 to 2021/22 Refugee Quota Programme implementation and 2019/20 Refugee Quota composition



## BRIEFING

### Initial advice on the setting the next three-year Refugee Quota Programme (2022/23 to 2024/25)

Date:	25 February 2022	Priority:	Medium
Security classification:	In Confidence	Tracking number:	2122-2831

Action sought		
	Action sought	Deadline
Hon Kris Faafoi Minister of Immigration	Indicate preferred options on the next three-year Refugee Quota Programme, for inclusion in the draft Cabinet paper	4 March 2022

Contact for telephone discussion (if required)				
Name	Position	Telephone		1st contact
Andrew Craig	Manager, Immigration Policy (Skills and Residence)	04 901 1245	s 9(2)(a)	✓
Sarah Parker	Senior Ministerial Writer	04 916 6016		

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

Minister's office to complete:

Approved

Declined

Noted

Needs change

Seen

Overtaken by Events

See Minister's Notes

Withdrawn

Comments

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# BRIEFING

## Initial advice on setting the next three-year Refugee Quota Programme (2022/23 to 2024/25)

<b>Date:</b>	25 February 2022	<b>Priority:</b>	Medium
<b>Security classification:</b>	In Confidence	<b>Tracking number:</b>	2122-2831

### Purpose

To seek your views on possible changes to the regional allocations and subcategories of the Refugee Quota Programme for the next three-year cycle for inclusion in the draft Cabinet paper.

### Executive summary

Cabinet decisions are required by early April on the regional allocations and subcategories for the next three-year Refugee Quota Programme cycle which will commence on 1 July 2022.

Aligning with New Zealand's international humanitarian commitments and the United Nations Refugee Agency's (UNHCR's) global priorities, we are proposing some changes to the allocation of places within the quota, including:

- Increase the percentage of places allocated to the Middle East and Africa regions and decrease the percentage allocated to the Americas region
- Allocating places to Afghan refugees, per decisions taken by Cabinet in November 2021 in response to the Afghanistan crisis
- Increasing the number of places available to resettle refugees referred by the UNHCR as urgent/emergency refugee cases
- Removing the limited HIV/AIDS places within the medical/disabled subcategory.

We are seeking your agreement to these changes to develop a draft Cabinet paper for consultation, by mid-March.

### Recommended action

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

- a **Note** that Cabinet decisions are required on the regional allocations and subcategories of the next three-year Refugee Quota programme by early April

*Noted*

- b **Agree** to recommend the following international regional allocations for the Refugee Quota Programme:

<b>Region (of asylum)</b>	<b>2022/23 to 2024/25 (percentage of places)</b>
<b>Asia-Pacific</b>	50
<b>Americas</b>	10
<b>Middle East</b>	20

*Agree / Disagree*c **EITHER**

**Agree** that per decisions taken in November 2021 in response to the Afghanistan crisis, places for Afghan refugees will be set aside from 2023/24 [CBC-21-MIN-0122 refers], and will begin with an annual allocation of 200 places, increasing to 250 places in 2024/25

*Agree / Disagree***OR**

- d **Agree** that given UNHCR is seeking to refer Afghan refugees from 2022/23, to propose that the places allocated for Afghan refugees begins in 2022/23 so that 200 places are allocated in the first of the three years of the Refugee Quota Programme, increasing to 250 in 2023/24 and to 300 in 2024/25

*Agree / Disagree*

- e **Note** that as per decisions taken at Cabinet this week, up to 150 places annually will be set aside within the three-year Refugee Quota Programme to resettle refugees subject to Australia's offshore processing legislation

*Noted*

- f **Agree** to recommend increasing the number of places for urgent/emergency refugee resettlement from up to 35 to up to 100 annually

*Agree / Disagree*

- g **Agree** that no changes are required to the number of annual places allocated to large-scale refugee crisis situations, women at risk, and medical/disabled subcategories

*Agree / Disagree*

- h **Agree** to the removal of the limited places within the medical/disabled subcategory allocated to HIV/AIDs given these conditions have been removed from Immigration New Zealand's (INZ's) list of conditions deemed to impose significant costs and/or demands on New Zealand's health service (so a limit is no longer appropriate)

*Noted*

- i **Note** that officials will not be progressing work on the potential to bring in unaccompanied refugee minors under the Refugee Quota Programme

*Noted*

- j **Forward** this briefing to the Minister of Foreign Affairs for her information.

*Agree / Disagree*


Andrew Craig  
**Manager, Immigration (Skills and Residence)  
 Policy**  
 Labour, Science and Enterprise, MBIE

Hon Kris Faafoi  
**Minister of Immigration**

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

25/02/2022



## Background

1. In 2010, the Cabinet Committee on Domestic and Security Coordination (DES) agreed to the introduction of a rolling three-year Refugee Quota Programme [DES Min (10) 2/3]. The last three-year cycle was agreed by Cabinet in 2019 [CAB-19-MIN-0468].
2. The objective in setting allocations within the Refugee Quota Programme is to ensure the programme delivers on UNHCR priorities and New Zealand's international humanitarian commitments. Therefore, decisions are required on the regional allocations and subcategories within the quota for the upcoming three-year cycle (2022/23 to 2024/25).
3. Cabinet decisions are required by early April 2022 to allow time enough lead in time for INZ, UNHCR, the International Organization for Migration (IOM), government agencies, settlement service providers and settlement location stakeholders to plan and deliver the next three-year Refugee Quota Programme from 1 July 2022.

## Overview of previous three-year cycle


4. In 2019, Cabinet agreed to increase the Refugee Quota Programme from 1000 to 1500 refugees per year, from July 2020 [SWC-18-MIN-0131]. However, as a result of the impacts of COVID-19 on the quota programmes operations and New Zealand's closed borders, we have been unable to realise this increase [CAB-21-MIN-0189]. In the current three-year Refugee Quota Programme (2019/20-2021/22), 797 refugees were resettled in New Zealand in 2019/20 and 263 refugees in 2020/21. To date 436 refugees have been and a further approximately 800 refugees will be resettled in 2021/22 to meet the agreed target of between 750 and 1,000 refugees resettled.
5. INZ aims to resettle 1,500 refugees per year from 2022/23 onwards and is working with partners to prepare for resettlement. A Budget Bid has been submitted to meet higher costs for delivering the Quota associated with COVID, which has impacted on travel costs and operations, and finding housing. If unsuccessful, INZ will provide further advice on the impact on full Quota delivery.

## We recommend changes to the international regional allocations within the Refugee Quota Programme

6. The Government sets the regions refugees are resettled from. This is the region the refugee is currently in, not their home country region. We propose the following allocations for the next three-year Quota:

**Table Two: Proposed international regional allocations (percentages) within the Refugee Quota Programme 2022/23 to 2024/25**

<b>Region (of asylum)</b>	<b>2021/22 (current)</b>	<b>2022/23 to 2024/25 (proposed)</b>
<b>Asia-Pacific</b>	50	50
<b>Americas</b>	20	10
<b>Middle East</b>	15	20
<b>Africa</b>	15	20

7. Global refugee resettlement need remains high, with the majority of refugees in the Middle East and Africa regions. The international regional allocation of the Refugee Quota Programme is currently focused on the Asia-Pacific region, with 50 per cent allocated to the Asia-Pacific region, 20 per cent allocation to the Americas region, and 15 per cent allocated to the Middle East and Africa regions. To respond to changing refugee resettlement needs, specifically a decrease in resettlement needs of Colombian refugees from the Americas region, officials recommend decreasing the international regional allocation for the Americas region to 10 per cent. Given the high resettlement needs in the Middle East and Africa regions, officials recommend increasing the allocations to these regions to 20 per cent each. We recommend continuing to allocate 50 per cent of places to the Asia-Pacific region, which enables New Zealand to support refugee hosting countries and responsibility sharing within in our region.
8. The Ministry of Foreign Affairs and Trade (MFAT) have advised that they are comfortable with this regional distribution. s 6(a)  

9. We have sought UNHCR's views on the resettlement and priority needs over the next three years and the suggested changes to the regional allocations are in keeping with UNHCR's feedback. They are seeking New Zealand's ongoing engagement across the Middle East and Africa. UNHCR also welcomes New Zealand's continued support to resettlement in the Asia-Pacific region.
10. In response to the Afghanistan crisis, Cabinet agreed to allocate places within the quota to Afghan refugees from 2023/24 [CBC-21-MIN-0122]. An increase in regional allocation to the Middle East as well as the continued focus on the Asia-Pacific region will allow New Zealand to fulfil this commitment.

## We are recommending changes to the subcategories within the Refugee Quota Programme

11. Within the refugee quota we have a number of subcategories, focussing on New Zealand's specific international humanitarian commitments and the UNHCR's global priorities. We are proposing some changes from the last three-year cycle due to changing priorities and commitments over the last three years.


**Table Three. Proposed changes to subcategories within the Refugee Quota Programme 2022/23 to 2024/25**

Subcategories for UNHCR referred refugees	Number of places per year			
	2021/22 (current)	2022/23 (proposed)	2023/24 (proposed)	2024/25 (proposed)
Places for large-scale refugee crisis situations*	200 (+/- 10%)	200 (+/- 10%)	200 (+/- 10%)	200 (+/- 10%)
Places offered to Australia*	150	150	150	150

<b>Urgent resettlement*</b>	Up to 35	Up to 100	Up to 100	Up to 100
<b>Afghan nationals</b>	0	0	200	250
<b>Women at risk</b>	At least 150	At least 150	At least 150	At least 150
<b>Medical conditions and disabilities</b>	Up to 75 (including up to 20 for HIV/AIDS)	Up to 75	Up to 75	Up to 75
<b>General protection, including places for family reunification</b>	Remainder	Remainder	Remainder	Remainder
<b>Total</b>	<b>1500</b>	<b>1500</b>	<b>1500</b>	<b>1500</b>

\*Not included in the regional allocation

### Places to resettle for Afghan refugees

12. Following the Taliban taking power in Afghanistan, in November 2021 Cabinet agreed to allocate places for Afghan nationals under the Refugee Quota Programme, beginning in 2023/24 [CBC-21-MIN-0122]. s 6(b)(ii)  

13. UNHCR have indicated that they are seeking to work with a number of resettlement countries (including New Zealand) to support the resettlement of Afghan refugees located in Iran (considered Asia-Pacific region) given the protracted nature of the refugee situation in that country and the priority protection needs of refugees requiring resettlement in a safe third country.
14. UNHCR will seek to refer Afghan refugees located in Iran to New Zealand in 2022/23 and have advised that these individuals are not likely to be recent arrivals to Iran unless they have priority protection needs.
15. New Zealand will be able to accommodate this request under the proposed regional allocations. However, you may wish to consider bringing forward the allocation of places under the quota specifically for Afghan refugees given UNHCR's preparedness to refer. This will demonstrate New Zealand's commitment to working with the international community in response to the Afghanistan crisis.
16. Should you wish to bring forward places set aside for Afghan refugees under the quota to 2022/23, we recommend the phased approach from 2022/23 of 200, 250 and then 300 places.
17. The allocation of places for Afghan refugees will be managed within the proposed regional allocations and subcategories. This preserves the balance of approximately 50 per cent of the total regional allocation coming from the Asia-Pacific, and it does not restrict Afghan refugees who may be resettled out of other international regions or require urgent/emergency resettlement.



18. It is envisaged that places for Afghan refugees will be set aside for three years, after which Afghan refugees could be resettled under general category provisions.

### **Refugee resettlement offer to Australia**

19. From 2014, Cabinet has set aside 150 places per year under the quota to resettle refugees who have been subject to Australia's offshore processing legislation. Australia is now seeking resettlement of these individuals and decisions were taken at Cabinet on 21 February 2022 regarding the parameters of the offer [CAB-22-MIN-0031].
20. Cabinet has agreed to resettle these individuals subject to UNHCR referral and the development of satisfactory arrangements with Australia. The 150 places per year under the offer will be ringfenced for three years and then absorbed into the overall quota programme.
21. Cabinet agreed that those resettled under this offer will have the same access to family reunification as other refugees, meaning that any immediate family not being resettled at the same time as the primary refugee (due to being located in their home country or another third country) will be able to be resettled in New Zealand under the general protection places. These family members will not be subject to the time limits on the 150 places. If at any point the number of people resettled is less than 150, any immediate family resettled in that year will count towards the 150.
22. Any of the reserved places left unused by those eligible under the offer and their immediate family will be reallocated to the pool of general protection places.

### **Urgent/emergency resettlement**

23. The urgent/emergency resettlement subcategory provides for submissions from any location, based on a person's acute vulnerabilities and/or specific protection needs. This subcategory allows New Zealand to support UNHCR in responding quickly to unforeseen and exceptionally compelling situations including providing solutions for refugees with imminent protection needs, or for other reasons such as serious medical needs requiring life-saving intervention.
24. Despite the challenges posed by COVID-19, New Zealand has demonstrated capacity to resettle refugees referred by the UNHCR as urgent and emergency cases. UNHCR has recommended that New Zealand increases the allocation of places under the urgent resettlement subcategory, which will assist UNHCR as urgent resettlement cases arise. We therefore recommend increasing the number of places available from up to 35 to up to 100 per year.

### **Medical conditions and disabilities**

25. The subcategory for medical conditions and disabilities allows New Zealand to resettle individuals with acute medical and disability needs and aligns with New Zealand's humanitarian priorities. We propose maintaining the number of places within the medical conditions and disabilities subcategory but removing the allocation for refugees with HIV or AIDS. HIV and AIDS are no longer considered to impose significant costs or demands on the New Zealand health system, therefore, the rationale for restricting the number of refugees with HIV or AIDS in a particular financial year no longer exists.

### **Women at risk**

26. This subcategory exists to protect women who are particularly vulnerable, including those who are unaccompanied, pregnant, heads of household, disabled, or elderly. These women are generally in need of additional protection from, for example, abduction, sexual abuse or sexual exploitation. The number of places allocated to women at risk was doubled from at least 75 places to at least 150 places when the overall quota was increased from 1000 to

1500 places. We propose maintaining the same number of places allocated to the women at risk subcategory.

### **Large-scale crisis situation**

27. The allocation for large-scale crisis situations allows flexibility for the New Zealand Government to respond to situations as they arise. Places available under this subcategory were doubled from 100 (+/- 10%) to 200 (+/- 10%) when the overall quota was increased from 1000 to 1500 places. We propose that the number allocated to this subcategory remains the same.
28. Officials from the Ministry of Business Innovation and Employment and MFAT will provide you and the Minister of Foreign Affairs advice after the quota has been set on the use of the large-scale crisis places in 2022/23, following further discussions with UNHCR on current global priorities.

### **General protection places, including family reunification**

29. The remainder of places under the quota allow UNHCR to refer individuals based on their general protection needs within New Zealand's regional priorities. They also allow immediate family members of quota refugees to be resettled in New Zealand.

### **Unaccompanied refugee minors**

30. The previous three-year Refugee Quota Programme Cabinet paper noted that officials could conduct further work on the viability of resettling unaccompanied refugee minors. Owing to COVID-19 and other priorities, this work was unable to be progressed. We do not consider that the work programme and available resourcing allows for any work to be undertaken on this difficult matter.

### **Next steps**

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31. Once we receive your feedback on this briefing, officials will prepare a draft Cabinet paper for Ministerial consultation which you will receive in the week of 7 March, for consideration at a Cabinet committee (DEV or ERS) in the week of 28 March.

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