



IOM International Organization for Migration
OIM Organisation Internationale pour les Migrations
OIM Organización Internacional para las Migraciones
IOM による難民の第三国定住関連活動

IOM 駐日事務所
2011 年 12 月

IOM 駐日事務所では、1951 年以来 60 年にわたり IOM が全世界的規模で提供している難民の第三国定住に関するサービス、2004 年以来 IOM がタイで実施している（主にミャンマー）難民の第三国定住事業、そして日本政府（法務省及び外務省）からの協力要請及び委託に基づき、今般の日本への第三国定住難民パイロット・ケースに関して、以下の活動を行っています（2010 年度、2011 年度の実績に基づく）。

1. 法務省による面接ミッションへのロジ面での支援：

- ・ 移動手段、通訳、面接実施場所等の手配

2. 医療サービス：

- ・ 渡航前の健康診断・予防接種・治療
- ・ 日本政府との詳細な調整に基づき策定された「健康診断プロトコール」及び「健康診断票」に従って実施
- ・ 来日後における継続性のための関係各機関との情報共有

3. 文化研修・初級語学研修：

- ・ 2010 年度文化研修及び語学研修：7 月 28 日～8 月 27 日
- ・ 2011 年度文化・語学（合同）研修：8 月 1 日～26 日
- ・ 文化研修については、IOM の研修専門員がカレン語にて実施。
- ・ 語学研修については、AJALT の日本語教員が実施。

4. 渡航手配：

- ・ 渡航文書の手配
- ・ 航空券の手配
- ・ 出場・出国許可手続き

5. 移送：

- ・ メラ → バンコク → 成田
- ・ 出入国手続きの支援
- ・ エスコートの手配

* なお上記の活動以外にも、IOM の一般的な任務と知見に基づき、日本の受け入れ社会を対象とした難民やカレン民族についての啓発活動や、他国でのベスト・プラクティスに関する情報提供なども、行っています。

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IOM による 難民の第三国定住支援

IOM Refugee Resettlement Programme



タイ
健康診断を受けるため、病院への移送を待つメラ・キャンプの難民たち
©IOM 2007. Photo by Chris Lom

第三国定住とは、難民が一時的な庇護国（避難先）から、恒久的な定住が可能な第三国へ移動して、生活を再建することです。難民の審査から第三国の定住先コミュニティでの受け入れまでの一連のプロセスを指します。

第三国に受け入れられた難民は、迫害からの保護および定住権や永住権などの合法的な在留資格だけでなく、通常、第三国の国民と同等の政治・経済・社会・文化的権利が保障されます。

IOM は 2000 年から 2007 年末までに、受け入れ国からの委託によって、58 万人以上、22 カ国への第三国定住を支援しました。難民の主な出身地はミャンマー、ブルンジ、ソマリア、イラク、コンゴ民主共和国、アフガニスタンなどで、アメリカを始めとした先進国が受け入れ先です。

IOM の第三国定住支援 概要

IOM は受け入れ国に合わせた文化・語学研修から健康診断、渡航手続き、実際の移送まで、一連のプロセスを運営しています。

具体的には、主に以下のような支援を難民や受入国に対して提供しています。

選抜手続きの支援

第三国定住対象者の選抜について
受入国 面接ミッションへの支援など

文化研修 初級語学研修

受け入れ国に
合わせた生活
ガイダンスや
言語の学習



医療サービス

渡航前の健康診断・
予防接種・治療



渡航手配

渡航文書の準備や航空券の手配など

移送

キャンプ→空港→
乗り継ぎ→
受入国→受入団体



IOM による第三国定住支援 実績

584,821 名（2000～2007 年）

定住先（計 22 カ国）

オーストラリア、オーストリア、ベルギー、カナダ、デンマーク、フィンランド、フランス、ドイツ、ギリシア、アイルランド、イタリア、日本（家族呼び寄せ）、ルクセンブルク、オランダ、ニュージーランド、ノルウェー、ポルトガル、スペイン、スウェーデン、スイス、イギリス、アメリカ

難民の主な出身国

ミャンマー、ブルンジ、ソマリア、イラク、コンゴ民主共和国、アフガニスタン（以前は、ベトナム、エチオピア、スーダン、イラン、旧ユーゴスラビア諸国も）

第三国定住難民に関する日本での活動 成田空港での乗り継ぎ支援



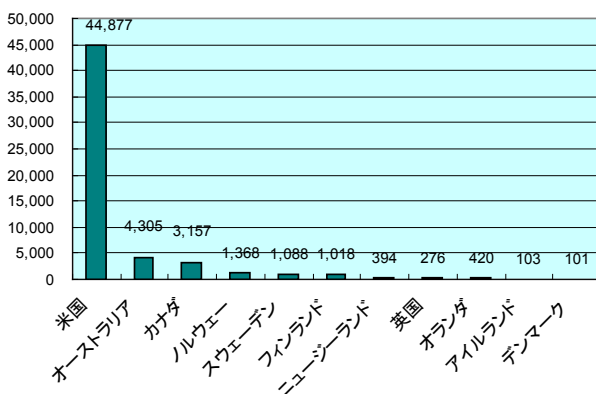
©IOM 2008

IOM は、タイからアメリカやカナダなどへの第三国定住について、難民の成田空港での乗り継ぎを日々アシストしています。2007 年の実績は約 8,000 人です。

タイからの難民の第三国定住支援プログラム 概要



定住国別 タイからの第三国定住支援難民数 2004～2008年



IOM は 2004 年以降 2008 年末までに、約 5 万 7,000 人の難民のタイから 11 カ国への第三国定住を支援してきました。IOM はタイにおいて、タイ政府、国連、受け入れ国政府や NGO との緊密な連携のもと、「第三国定住プログラム」を 200 名以上の職員で、ミャンマーとの国境沿いに設置された難民キャンプ 9 カ所を含む、11 カ所で実施しています。

タイにおける IOM の第三国定住支援は、ベトナム戦争によるインドシナ地域（ベトナム、ラオス、カンボジア）からの難民流出が始まった 1975 年にさかのぼります。IOM は 15 年に亘り、インドシナ難民約 50 万人の第三国での新たな人生のスタートを支援してきました。

今日、タイにおける難民の大多数はミャンマー出身者が占めており、アメリカ合衆国が最大の受入国です。しかし、他の国もタイからの難民受け入れ数を増やしています。



情報提供キャンペーン

IOM はアメリカへの第三国定住に関し、国際救済委員会米国第三国定住センター（IRC-OPE）、国連難民高等弁務官事務所（UNHCR）との協力で、難民が十分な情報に基づいて第三国定住に申請するかどうか決断できるよう、キャンプ内の難民を対象に情報提供キャンペーンを実施しています。第三国に定住するまでの実際のプロセスや重要事項の説明も行われます。

健康診断および医療支援

受入国の多くが、IOM に難民の健康診断を委託しています。健康診断は IOM の専属医師によって行われ、検査も IOM の施設で行われます。何らかの治療の必要があると判断された難民は、受入国が定めた基準に基づき、渡航に適する健康状態に回復するまで IOM の医師による治療およびカウンセリングを受けます。特に結核などの感染症を出発前に治療することが、難民自身にとっても、また国際的な公衆衛生上も非常に重要です。

IOM はさらに出発直前にも、難民の心身が長時間の陸路や空路の移動に耐えうるかどうかを見極める健康診断を実施しています。

必要に応じ医療スタッフが渡航に付き添います。

文化研修（生活ガイダンス）・初級語学研修

IOM は難民や受け入れ先のコミュニティのニーズに合わせた文化研修を実施しています。難民を、若者、子ども、親、独身、家族などにグループ分けし、それぞれのカリキュラムで生活ガイダンスを行います。また、定住先で最低限必要な基礎語学力の習得を目的とした語学研修を行っています。

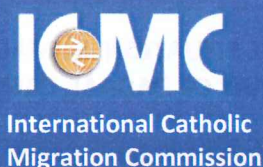
受け入れコミュニティに対しても、難民をより理解し適切な支援を行うため、難民の文化的背景、宗教、教育、新生活への希望や心配等の説明資料を提供しています。

渡航手配・移送

第三国定住が決まった難民に対し、IOM は出国許可証の手配、旅券・ビザの取得、航空券の手配などの渡航手続きを支援しています。

難民キャンプからバンコク国際空港までの移動、途中の食事および宿泊施設の手配も行っています。また空港では、出国および搭乗手続きの際に難民に付き添います。IOM は世界の主要な空港に事務所を構え、難民が乗り継ぎを行う際の手助けを行っています。必要に応じ、職員が全旅程に付き添う場合もあります。

定住先に応じて、防寒具および靴を適宜提供しています。



Hamida – Somali refugee resettled in The Netherlands / Karijn Kakebeeke / *The Refugee Jackpot*

More resettlement places now that Joint EU Resettlement Programme is adopted!

The Joint EU Resettlement Programme, finally adopted on 29 March, introduces some important incentives to persuade countries to start resettlement or to increase the number of places they offer now. As stated by UNHCR, over 172,000 people are in need of resettlement in 2012, with only 80,000 places available globally. Altogether, the 27 EU countries offer only 5,000 places, whilst the US, Canada and Australia resettle around 60,000 refugees.

The new 2013 EU Resettlement Programme targets an increase in places through three measures. First, common EU resettlement priorities will be established, providing a strategic but still flexible regional focus for EU resettlement. For 2013, resettlement of refugees from Congo, Iraq, Afghanistan, Somalia, Burma and Eritrea will be prioritised, and EU countries will receive financial assistance per resettled refugee of these nationalities. A second innovative element of the EU resettlement programme is that countries that are new to resettlement may receive extra funding to start and invest in a resettlement programme, contributing to the overall sustainability of resettlement programmes. Third, the programme allows for funding for certain groups of vulnerable refugees, regardless of the region they come from, including children and women at risk; unaccompanied minors; persons with serious medical needs; and refugees in need of resettlement for legal or physical reasons.

It has taken a long time to adopt the Programme, which was first voted on in the European Parliament almost 2 years ago. We are happy to see that the Council has now finished the co-decision procedure and hope that Member States will act quickly. Until 1 May 2012, they can inform the European Commission of the number of people they envisage resettling in 2013 using the new financial incentives. We therefore all need to work together to use the programme as an important step in the development of a coherent and sustainable European Resettlement Programme, guided by the establishment of benchmarks for the integration of refugees, benefiting from an expert unit dedicated to resettlement, and with deeper involvement of civil society. I wish you all good luck in your efforts to make this a reality!!

Rui Tavares, Member of the European Parliament, Rapporteur on the EU Resettlement Programme on the EU Resettlement Programme

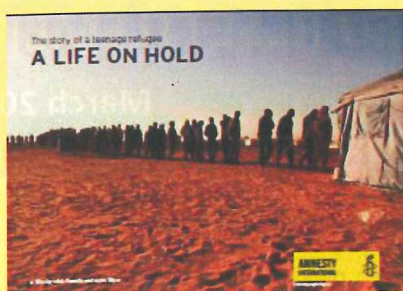
Linking-In EU Resettlement is a joint project implemented by IOM, UNHCR and ICMC with a special focus on strengthening the capacity of actors involved in the reception and integration of resettled refugees at local level as the success of resettlement is to a large extent dependent on the work of these local actors. The project began in September 2011 and runs until November 2012. So far 18 EU countries at governmental and civil society level are involved in the project and it remains open to new participants.

EU Resettlement Skills Share Day

We are pleased to announce the **EU Resettlement Skills Share Day**, a 1.5-day interactive event for 120-150 participants taking place in Brussels on Monday 14th and Tuesday 15th May, 2012. The event will gather a wide variety of policy makers and practitioners engaged or interested in refugee resettlement which will contribute towards building a future EU Resettlement Practitioners' Network. At present over 150 persons have registered, including EU officials, international organisations, governments, NGOs, local and regional authorities, media and others from over 27 countries inside and outside the EU.

The Skills Share Day will include panels, workshops, master classes, a marketplace and a film screening event. The programme, which will also feature Commissioner Malmström, the Danish Presidency, MEP's and EASO and will cover all aspects of the resettlement process, including resettlement needs, asylum and resettlement priority areas, selection and pre-departure activities, and reception and integration. Burmese, Congolese, Iraqi and Somali refugees will contribute to the discussion, making the resettled refugee and refugee journey a core focus of the programme. We are looking forward to receiving so many motivated participants in Brussels, who will share practices and be inspired to introduce new examples and ideas when travelling back to their home country, thus contributing to an EU Wide Resettlement Programme with larger numbers and good quality integration programmes. We hope to confirm the final programme and select participants for the event by early April.

For more information see: www.resettlement.eu



Amnesty International Film: Somali boy in Shousha

On 22 March, Amnesty International (AI) launched a short film, *A Life on Hold*, which aims to highlight the issues facing refugees in need of resettlement.

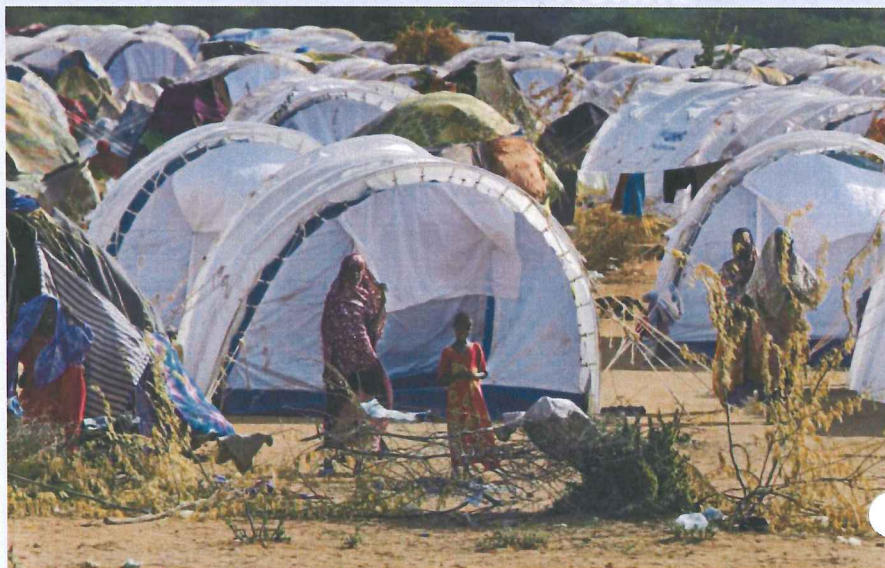
Omar is 17 years old and is stranded in a refugee camp. He has spent years searching for safety – first from war in his native Somalia, then from conflict in Libya. *A life on hold* captures the hopes and fears of one young refugee amongst thousands of others, waiting for a chance to start his life again.

AI is raising awareness on resettlement and is campaigning for governments, especially in Europe, to increase and diversify resettlement quotas.

For more information, please visit <http://www.amnesty.org/en/refugees-and-migrants>

To order copies of the DVD, please contact rmrteam@amnesty.org

FOCUS ON A REFUGEE SITUATION: SOMALI REFUGEES IN KENYA 20 YEARS ANNIVERSARY OF DADAAB CAMPS



Kenya / Refugees from Somalia / Makeshift shelters and new tents at the new arrivals section of IFO camp, Dadaab. UNHCR / E. Hockstein / December 2008

Somali refugees have fled to Kenya in significant waves since the start of the civil war in Somalia that, in 1991, culminated in the fall of Mogadishu and overthrow of the central government. More than 970,000 Somalis live as refugees in neighbouring countries, primarily in Kenya (520,000), Yemen (208,000) and Ethiopia (190,000). A third of them fled Somalia in the course of 2011, and another 1.3 million people are internally displaced within Somalia.

This year is the 20th anniversary of the establishment of the world's biggest refugee camp, the Dadaab-complex in north-eastern Kenya. UNHCR set up the first camps there between October 1991 and June 1992, with the intention for the 3 Dadaab camps to host up to 90,000 people. Since that time many more refugees have arrived, and the camps' resources and infrastructure have been stretched far beyond their capacity.

Today the Dadaab camps host around 450,000 refugees, including some 10,000 third-generation refugees born in Dadaab to refugee parents who were also born there. As a result, the quality and quantity of service delivery have been heavily compromised. Furthermore, the camps are characterised by harsh living conditions, very limited livelihood opportunities and insecurity, and are situated in remote, arid regions with little surface water. The influx and resultant refugee population increase have also led to environmental degradation, deterioration in security and hostility from the Kenyan host community.

For all these reasons, the situation at Dadaab is extremely challenging. The kidnapping of 3 aid workers last autumn and, more recently, the killing of two refugee leaders and several Kenyan policemen, as well as threats against humanitarian staff, have forced UNHCR and its partners to react. Until recently, there were security restrictions on movement around the camp. However, life-saving assistance such as the provision of food, water and health care has never stopped and has always been UNHCR's priority. Since the end of 2011, humanitarian actors have looked at various ways to resume activities, using different methodologies and most importantly, shifting more responsibilities to the refugee communities.

While many states and also the EU are already involved in cooperating with the Kenyan government to offer basic humanitarian support, resettlement remains essential to offer refugees in Dadaab protection and the prospect of a durable solution. UNHCR has requested resettlement countries to increase resettlement places for 2012 and beyond, to meet the large resettlement needs of the Somali refugee population. In light of the sharply increasing arrival rates from Somalia, only a significant increase of resettlement allocations will enable UNHCR to use resettlement strategically in the Kenyan context. UNHCR has estimated the total resettlement needs for Somalis in Kenya over the coming years as 144,000 persons. For 2012 alone, 19,000 Somali refugees in Kenya are in need of resettlement.

RESETTLEMENT WORKING GROUP IN AUSTRALIA

Governments meet twice each year to discuss the state of play in resettlement in Working Groups in Geneva. In February this year, a Working Group was organised in Melbourne, Australia, allowing participants to learn how reception and integration programmes are delivered in Australia. Representatives from governments, international organisations and NGOs from across the world participated in a rich and inspiring programme of field visits - to NGOs, refugee community groups, schools and a radio station - exchanged good practice, and shared the lessons learned during plenary session discussions.

We asked some of the representatives from EU countries to share their impressions:

"The good practice which I really liked is the use of Community Guides, where former refugees introduce newcomers in the Australian society, really impressive and something to bring back to the Netherlands" said Andre Baas from the Central Agency for the Reception of Asylum Seekers (COA) in the Netherlands. Click [here](#) for more information on use of community guides in Australia, and [visit our website](#) for more impressions and thoughts from the EU delegates to the Working Group.

One of the plenary speakers at the Working Group was Ahmed Dini, a resettled refugee and now a Somali refugee youth leader in Melbourne. See opposite for an interview with Ahmed.

AN EXAMPLE OF A GOOD PRACTICE

A Norwegian language course that works! Customised programs produce results

By Lisa Hartmark



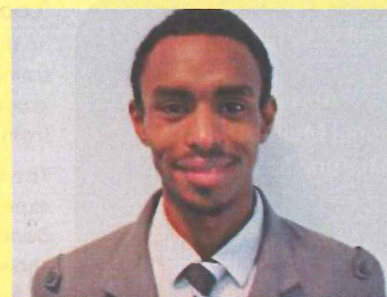
The European continent has many different languages - most not very easy to learn for foreigners! The district of Alna in Norway started a Norwegian language course for foreigners in 2010 using a new learning method and results have come quickly.

Music, humour, art, posters, competitions, games, poems, stories and even rap are used to develop and expand vocabulary and to learn grammar. The method was piloted with a group including 14 Somali women, whose length of stay in Norway was an average of 9 years and who still had little to no knowledge of the Norwegian language. After 5 weeks, all of the women spoke Norwegian with pronunciation that makes it easy to understand them, and they were able to have conversations about various topics, tell stories, call a doctor and make appointments.

So what happened during the course? The course is short and intense, from 9 am - 2 pm, 5 days per week for 2 months, and uses the participants' imagination to create motivation and an eagerness to learn. The 14 women have created new identities and a fantasy family, occupation, education and life. *"The teachers also play the game and it is so much fun, we laugh every day"*, says Lisa Hartmark, driving force behind the courses. *"The participating women enjoy the rhythms and the songs and barriers are broken because of the play-like nature of the learning method"*.

To read more, [visit our website](#).

More good practices in the reception and integration of refugees from Somalia - and other good resettlement practices - are being shared by practitioners on our LinkedIn group [EU Resettlement Practitioners Network](#)



Empower refugee communities!

I was 10 years old when I arrived in Australia. The resettlement process was quite tough, for me and my siblings. We found it difficult to communicate with our peers at school, and we quickly understood that learning the language was our number one priority.

The main challenge I faced as a child in Australia was the transition from a survival lifestyle to a lifestyle of opportunities and freedom. It was easier for my siblings and me to pick up the language quickly and also to adapt quite rapidly to some aspects of the Australian culture, but for our parents it was extremely difficult. They found the entire resettlement process impossible, from learning the language to obtaining a job. Many of the young people I grew up with were without a father and a mentor, so many were easily disengaging from society altogether. Furthermore, there were the common stereotypes and negativity from the wider community in Australia.

So the situation of my community inspired me to act. We believe that the best settlement method for young refugees is to combine education, employment and sport together as a single settlement service. We created the Australian Somali Football Association and launched the Sustainable Employment and Economic Development (SEED) project. Since we created these projects, many of the community youth have re-engaged in society and members of the community have been placed in employment.

My advice to anyone working with refugees is: **empower the communities that you are providing services to!** Practitioners should start employing refugees to deliver services to other refugees, and in some cases allow refugee communities to drive projects designed to enhance the wellbeing of the community. My final message is that refugees can be easily integrated into society with the right method of service delivery.

[Read more from Ahmed here](#)

Linking In Calendar 2012

April / May

National Multi-Stakeholder
Meeting Spain (tbc.)

14 – 15 May

EU Resettlement Skills Share Day
in Brussels, Belgium

11 – 15 June

'Look & Learn' visit in Denmark

September

Resettlement Training Workshop
Germany
National multi-stakeholder
meeting, Germany

September / October

National Multi-Stakeholder
Meeting, Austria

'Look & Learn' Training and Visits in Denmark

In the framework of the Danish EU Presidency, ICMC Europe will organise a 'Look & Learn' training and visit to Denmark, to take place during 11-15 of June 2012. The visit will gather around 30 participants from new and emerging resettlement countries, with selected experts from traditional resettlement countries.

The Danish resettlement programme is one of Europe's oldest programs and it has a wealth of expertise to share. In addition to a Copenhagen-based element of the programme, presenting the Danish quota model, participants will also visit 2 or more Danish municipalities, who will showcase and discuss their reception and integration programmes. The invited experts will look at local authority/NGO partnerships on the ground, and discuss practices with specific refugee groups, including Burmese, Bhutanese and Congolese refugees.

The field visits will focus particularly on Danish experiences in coordinating the selection process and reception arrangements, local partnerships and planning, language learning, employment and engaging volunteers.

The 'Look and Learn' visit will combine field visits with traditional classroom-based learning, and will be also an excellent opportunity for networking and developing contacts with experts in the resettlement field. For more information and the forthcoming application form, please visit our website at www.resettlement.eu.

Linking-In in Germany

In 2010, Germany resettled 2,501 Iraqi refugees within a single year, demonstrating the capacity of the country to resettle and integrate high numbers of refugees in need of protection. In December 2011, Germany launched a 3-year resettlement programme for 300 refugees per year. In order to build on this momentum, strengthen German reception and integration capacity and

present German stakeholders with refugee situations and needs around the world, the 'Linking-In' project will organise and support several events for German practitioners during the coming months.

There will be a series of National Stakeholder Meetings in different German states and cities. The first of these, organised by German Red Cross, Evangelische Kirche Deutschland (EKD) and UNHCR took place on 19 March in Berlin. In September 2012, ICMC Europe will organise a capacity-building workshop in which representatives of German cities, municipalities and civil society will have an opportunity to learn about different refugee situations, obtain an overview of resettlement programmes around Europe and discuss how resettlement challenges were faced and overcome by other resettlement countries. German participants will be also well represented at the 'Look & Learn' Training in Denmark and at the EU Resettlement Skills Share Day in Brussels. We also hope to be able to translate some of our materials into German.

Please visit our website at www.resettlement.eu for more news and information on the forthcoming events.

LINKING-IN WITH LINKEDIN

Join our EU Resettlement Practitioners Network by taking 3 minutes with 5 simple steps

A fundamental aspect of the 'Linking-In' project is connecting those who work in refugee resettlement. Our LinkedIn online network is one way in which we can pool ideas, learn from each other's experiences and source new solutions to facilitate successful integration.

This issue of our newsletter focused on the situation of Somali refugees. If you have other successful practices that you would like to share, or if you have any suggestions for topics or items to be featured in our newsletter in the future, please let us know via LinkedIn.

148 members from across Europe have now joined our EU Resettlement Practitioners Network on LinkedIn. If you are not yet a LinkedIn member, please take 3 minutes to follow the 5 easy steps to joining the network available [on our website](#). So please join up, post a discussion and involve your colleagues across Europe. Get LinkedIn!!

IOM: Jo de Backer jdebacker@iom.int, ICMC: Ania Pokorska apokorska@icmc.net and Rachel Westerby city.coordinator@icmc.net, UNHCR: Johannes van Gemund: gemund@unhcr.org

A joint IOM, UNHCR and ICMC Project- LINKING IN EU RESETTLEMENT - Linking the resettlement phases and connecting local resettlement practitioners

This project is co-funded by the European Commission under the European Refugee Fund 2010





LINKING-IN EU RESETTLEMENT

Newsletter 1

November 2011



Brighton: An Oromo family that was resettled to the UK in 2006 / UNHCR / H. Davies / 2007

Welcome to the Linking-In EU Resettlement Project

Welcome to the first edition of our quarterly newsletter for the new ERF funded IOM, UNHCR and ICMC project 'Linking-In EU Resettlement'. We are pleased to renew our collaboration with those of you who were involved in the 'Practical Cooperation' project and happy to welcome new participants to this project. To date, we have confirmed participation from governments and civil society partners from 17 EU countries. The project also remains open to new participants.

The emphasis of this new project is on the reception and integration of refugees at the local level and the importance of linking the pre-departure and post-arrival phases in order to make resettlement more successful. It aims to strengthen the expertise of European practitioners in all stages of the resettlement and integration process by building an online network of resettlement practitioners and actors - including national, regional and local governmental authorities, NGO and civil society representatives - both in participating Member States and more broadly across the EU. As a first step, we invite you to follow the 5 easy steps outlined on the back page to join the new **EU resettlement practitioners network** on www.Linkedin.com. In the course of the project we will develop a dedicated resettlement web portal, which will include an online forum for practitioners where information can be exchanged and stored.

Our project began in September 2011 and runs until November 2012. During this time, we will organise a wide range of activities, including national multi-stakeholder meetings in most of the individual member states and a number of local practitioners' trainings. The project also aims to pilot innovative activities in resettlement including - but not limited to - initiatives involving private university sponsorship and private business. We are particularly interested in involving the media wherever possible and beneficial, given the important role they play in raising community awareness about resettled refugees. To help us to select which pilot activities to pursue, we need **YOUR** suggestions for activities that could work in your area - more information on how you can get involved in this process can be found on the back page of this issue.

All 'Linking-In' project activities will feed into the first EU Resettlement Skills Share Day, to be held in Brussels in April 2012. The Skills Share Day will provide an opportunity to share good practices from across the globe and consider new initiatives that could be implemented in the EU. For more information on our plans for this event, please have a look at the 'EU Skills Share Day' article on page 4 of this newsletter. We very much welcome your input in the organisation of the project's activities, and look forward to extending an online welcome to the project via our LinkedIn group.

What is resettlement and why is it so important?

Resettlement is a transfer of refugees from their country of first asylum to a third country that has agreed to admit them with a long term or permanent resident status. Resettlement provides protection for refugees whose safety is immediately at risk and is a tool of international protection in a context of responsibility sharing among states.

It is one of three durable solutions that UNHCR pursues for refugees, along with voluntary repatriation and local integration depending on the case. Over 80% of the world's 10.5 million refugees live in developing countries whose populations often face their own serious challenges. Resettlement can be the only way for UNHCR to offer a **long-term solution** to those refugees who have no prospects of either returning home or of integrating in these countries. In cases where refugees face the risk of being returned to a country in which they risk facing persecution, or when they are at risk in the country of asylum itself, resettlement can be- and often is- a **life-saving tool**.

Sometimes resettlement can even benefit the refugees or asylum-seekers who remain in the country of asylum. Indeed, where the international community shows that it is ready to carry a small part of another country's responsibility by offering protection to part of its refugee population, the government of that host country can be encouraged to more readily offer protection to those remaining in the country (for instance by allowing other asylum-seekers to enter the country). In these cases, we refer to the **"strategic use of resettlement"**. *Continued on page 2*

FOCUS ON A REFUGEE SITUATION: NORTH-AFRICA

In each newsletter, in cooperation with UNHCR's resettlement service, we will highlight one of the current refugee situations around the world where resettlement is needed either as a durable solution or a protection tool.

One of the current refugee crises where resettlement is the only solution and where it truly can mean the difference between life and death is North Africa. A few thousand refugees and asylum-seekers are stranded in rudimentary refugee camps along Libya's borders with Tunisia and Egypt. Most of them originally came to Libya from Somalia, Eritrea, Ethiopia and Sudan, fleeing persecution in their countries of origin. Many were detained in Libyan prisons, some for years. When the fighting broke out in Libya, they were all again forced to flee. Now, they are living in one of two camps on the Libyan border: Choucha camp in Tunisia and Saloum camp in Egypt. Living conditions in these camps are extremely difficult as they were set up only as temporary measures to accommodate refugees during their registration, refugee status determination and resettlement processes. They are not designed or equipped to offer long-term shelter or protection. Life in Choucha is tough. The camp is completely dependent on humanitarian aid, and subject to crushing summer heat and sandstorms. A fire in May nearly destroyed the entire camp, and recently, heavy rainfall and subsequent flooding have caused severe damage. Conditions in Saloum are even worse.

Taking into account the very limited protection that can be provided to refugees in these camps, as well as the lack of prospects for returning to their home countries, UNHCR is calling upon the international community to resettle the entire population from both camps as soon as possible. This is by no means an impossible task; the US is willing to accept most of the refugees and UNHCR is thus calling upon EU Member States to show solidarity with Mediterranean countries by offering just 2,000 resettlement places. In total, 5,000 refugees are in need of resettlement. So far, European countries have pledged less than 900 places. This includes over 450 places offered by Norway as well as places by Sweden, Finland, the Netherlands, Belgium, Ireland, Portugal and Denmark.

Resettlement of refugees out of the two border zones will not only solve the urgent humanitarian and protection needs of the concerned refugee population, but also pave the way for building future asylum systems in the region. UNHCR is working on programs that are co-funded by the EU to develop the Tunisian and Egyptian institutional and administrative capacities for asylum management. This is a process that will take a few years. In the meantime, a few thousand refugees who are living under very difficult circumstances losing hope and UNHCR calls upon European countries to act quickly and offer up to 2,000 resettlement places. This will solve a desperate refugee situation taking place on Europe's very doorstep.



Photograph: Paulo Siqueira/Save the Children

What is Resettlement? *continued from page 1*

There are 24 resettlement countries in the world that offer some 70,000 resettlement places each year. This, however, is not enough to meet the needs of those refugees in need of this solution: UNHCR estimates that 172,000 refugees will need resettlement in 2012 alone. While some industrialized countries such as the US, Canada and Australia have very large resettlement programs, together offering over 60,000 places, the EU could do significantly more. Though there are some significant and well-established resettlement programs in the EU, on the whole, Member States only offer some 5,000 resettlement places each year. The project partners hope that this number will increase significantly in the years to come. This will require the concerted efforts of all partners involved in the resettlement process, from national governments and NGOs to local municipalities, schools and sports clubs. The Linking-In EU Resettlement project aims to support the crucial cooperation between resettlement actors and to enhance the quality of resettlement programs.

For detailed information on resettlement please see the UNHCR resettlement website: <http://www.unhcr.org/pages/4a16b1676.html>

CHALLENGES FOR EMERGING RESETTLEMENT COUNTRIES

Finding housing for resettled refugees in Belgium with the support of local NGOs

On July 18 2011, Belgium received 25 Eritrean and Congolese refugees from Tunisia as part of Europe's effort to show solidarity with North Africa. The refugees - families with children and women at risk - were first transferred to the centralised reception centre in Ponderôme. While the identification of housing has proven challenging, most refugees in the group have now taken up residence in their new homes in the Brussels and Antwerp region, thanks to integration support from the NGOs Caritas and Convivium.



Caritas established good contacts with house owners, which enabled them to rent private housing very quickly for smaller families. One family is still at the reception centre, waiting for suitable housing to be found for them in a municipality. According to Caritas: "Housing for larger families can sometimes be a challenge, which could potentially be overcome if Belgian cities were engaged in resettlement in a more structured and continuous way."

The NGOs have provided some basic furniture in the houses, and most of the refugees are now busy decorating their homes. "It is still a bit early to say", reflected a Caritas-worker, "but the refugees do seem to be doing quite well. We have now registered most of the refugees for benefits and medical care, and all of the kids have been enrolled in school. Some of the women have been through very serious hardships in Libya, and we hope that they will be able to cope well with the changes and their traumatic experiences. We will be able to tell you more in a few months time, once they are completely settled in their new communities and can take stock of all the changes they have gone through since July. It was heart-warming to see how the Eritrean community immediately stepped in to welcome them, offering guidance and support."

More on how to prepare for the reception of resettled refugees in the *Paving the Way Handbook*: <http://www.icmc.net/pubs/paving-way-a-handbook-reception-and-integration-resettled-refugees>

GOOD PRACTICES IN RESETTLEMENT

Do- Be- Do: Doing-better-dossier submissions to save refugee lives

Procedures governing the selection of refugees for resettlement may appear to be a technical or even dull subject. However, it is these procedures that decide if individual refugees and their family members will be saved from potentially life-threatening situations. This summer, the government of Belgium for the first time accepted refugees on the basis of dossier submissions, thereby making a vital contribution to life-saving protection work at Choucha refugee camp.

The resettlement referral process is based on individual refugee identification by UNHCR. UNHCR uses the Refugee Registration Form (RRF) to refer refugees for resettlement, and countries then select refugees based either on the dossiers ('electronic' or 'paper' submissions) received from UNHCR and/or by organising their own selection mission to the refugee camp. Dossier-based resettlement is generally more efficient than country selection missions, and country acceptance of dossier selection is of great value when dealing with urgent and emergency protection cases requiring immediate action to bring refugees to safety. Most EU resettlement countries - including Denmark, Finland, France, Portugal, Sweden and the Netherlands - accept dossier submissions; some select their entire resettlement caseload like this, others combine it with selection missions. Most dossier cases in Europe go to Sweden, which has developed a good practice, offering speedy resettlement for all dossier submissions, even within one working day for emergency cases.

"We suffered terribly in Libya. Now, what we want more than anything else is freedom" – Mussie, a 31-year-old Eritrean refugee

The previous IOM, UNHCR and ICMC 'Practical Cooperation in Resettlement' project was strongly committed to extending European emergency resettlement places and dossier submission routes, with the intention of making these processes an intrinsic feature of European resettlement. In cooperation with the Swedish government, the project organised a study visit to the UNHCR regional resettlement hub in Beirut in May 2011, to promote dossier submission practices and the model of cooperation between Sweden and UNHCR. The Portuguese and Belgian governments participated in this visit, which was called "Do-Be-Do: Doing-Better-Dossier submissions". Belgium wanted to explore whether it could make use of dossier submissions in its resettlement programme, whilst Portugal was interested to learn how to overcome practical issues it had encountered by making use of Sweden's expertise. Due to security concerns in the camp, the Belgian government decided to put into practice what they had learned and selected 25 refugees from Choucha camp on a dossier basis. The refugees, the first dossier arrivals to Belgium, were happy to leave their dire situation in the camp and restart their lives in safety. This shows how important 'boring' procedures can be!

European Parliamentarians make urgent call: Resettle stranded refugees to Europe

In July 2011, six MEPs from different political groups, led by Maltese EPP member Simon Busuttil, visited two refugee camps on the Libyan Tunisian border. They were very moved by the conditions the refugees had to endure.

"The key request we got from all the actors in the field was to open up new places for resettlement. Three to four thousand people is not that many," Dutch Green Judith Sargentini said. "The most important role for us now is to share this experience and urge member states to be more generous. We will have to take these refugees anyway, either in Lampedusa or directly via resettlement. And I'd rather have them alive."

Busuttil is convinced about resettlement being the solution: "The time has come when we need to go beyond financial solidarity. If 3,000 or 4,000 people are blocked in the camp in Choucha, facing temperatures of 43°C and sandstorms every afternoon, the only way is to go towards solidarity such as resettlement. Over half a million people have moved from Libya to Tunisia. Of these, only a few thousand remain who have no place to go. (...) It's up to us now as Europeans to carry the responsibility for these people. It's a goodwill gesture to resettle these people amongst the 27 states in the EU, to show the Tunisian people that we appreciate all what they've done".

<http://www.europarl.europa.eu/en/headlines/content/20110708FCS23672/html/EP-delegation-visits-Tunisia-to-assess-migration-situation>

LINKING-IN WITH LINKEDIN:

Join the new practitioners network in 5 simple steps

A fundamental aspect of the 'Linking-In' project is connecting those who work in refugee resettlement in Europe. A future online community of practice will enable us to pool ideas and practice, learn from each other's experiences and source new solutions to facilitate successful integration. As a basis for the online network we have set up a new group on www.Linkedin.com. If you are not yet a LinkedIn member, please take 3 minutes to follow these 5 easy steps to join:

- ✓ Go to www.linkedin.com and click on 'Join Today'. Fill in a few personal details and click on the 'Join LinkedIn' button.
- ✓ Fill in a few more details about where you live and work, then click on 'Create My Profile'.
- ✓ You will be invited to search for contacts via your email address book. If you do not want to do this, just click 'skip this step'. The next page asks you to confirm the account via your email inbox.
- ✓ Once this is done, return to LinkedIn. Join our group by typing 'The EU Resettlement Practitioners Network' into the search box in the top right-hand corner and clicking on 'Join Group'. Those of you who are focal points of the project partner organisations can join the Linking-In EU Resettlement' sub-group.

You can now initiate a discussion and invite others to join it, or take part in an existing discussion. We can have an unlimited number of discussions open at any one time. So if you have a question you'd like to discuss, a successful practice you'd like to share or if you're looking for information or advice, post a discussion and involve your colleagues across Europe. Get LinkedIn!

EUROPEAN RESETTLEMENT SKILL-SHARE DAY: END OF APRIL 2012

At the end of April, we will be holding the first ever EU Resettlement Skills Share Day in Brussels. We are very excited about this interactive and participatory event, which will bring together around 100 resettlement practitioners and experts from across the EU and beyond to share information and identify pre-departure and post-arrival phase practices and approaches that contribute to the successful integration of resettled refugees. We also hope that the event will serve to consolidate Member States' commitment to refugee resettlement.

The Skills Share Day will provide an overview of the project's activities in the coming months, and invite stakeholders and partners to assist us in shaping the project's pilot activities. It will showcase innovative practices and initiatives in the field of resettlement, facilitate networking and help to create successful partnerships.

The Skills Share Day will address a diverse range of resettlement topics, including the benefits of pre-departure orientation, involving host communities and previously resettled refugees in the resettlement process, the role of local and national media in promoting resettlement, solutions to the provision of housing and engaging private enterprise in reception and integration.

We will employ a mixture of presentations, group discussions and exercises, film screenings and video conferences, and guest speakers from resettlement countries around the world including academics, practitioners and resettled refugees. To enable practitioners to present their services, activities and experiences in resettlement, and allow participants to gain a broad insight into the full range of resettlement solutions, the event will host a 'resettlement marketplace'.

To ensure each of you can 'tailor-make' an event programme according to your needs and interests, we will share the details of the planned programme with you in advance of the event. The event will be most meaningful if we are aware of your needs, your identified concerns and your practices and experiences, so please do contact us if there is something you want to share or present, or if you feel the event should address particular resettlement issues. With your input and ideas, the Skills Share Day can be an innovative and inspiring event that facilitates concrete partnerships and action in favour of refugee resettlement.

In this issue, we highlighted the refugee situation in North Africa, and featured Belgium's experience as it was one of the countries that responded to that crisis by offering resettlement places. Dossier basis selection was highlighted as an example of a good practice for such situations. Please contact us if you have stories and experiences to share from your region or if you would be interested in seeing a particular practice or situation featured in our future Newsletters. All contact details are at the bottom of the page.

PILOT ACTIVITIES: CALL FOR IDEAS

The Linking-In EU Resettlement project will also facilitate the development of pilot activities by project partners that aim to initiate innovative activities. The project has modest funding available to support activities in, which could include: Private sponsorship projects involving universities; Mobilisation of host communities in the resettlement process, including via volunteering and campaigning; Housing; Engagement of private business in resettlement, be it through sponsorship, training and mentoring. **Please contact us if you have any ideas for a pilot project which the project might be able to support.**

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A joint IOM, UNHCR and ICMC Project- LINKING IN EU RESETTLEMENT - Linking the resettlement phases and local resettlement practitioners

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REFUGEE RESETTLEMENT

Finland, the United Kingdom and the United States

**Background Paper for the Refugee Resettlement Symposium
on 5 Feb 2009 in Tokyo**

Special IOM Liaison Mission in Tokyo

January 2009

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Overview of Refugee Resettlement: Finland, UK, and USA

Introduction

Refugee resettlement plays a critical and complementary role in the system of international protection for refugees. It is one of three durable solutions (voluntary repatriation, local integration, and third-country resettlement) for refugees around the world and offers protection and a new beginning to men, women and children, many of whom are vulnerable and have suffered persecution and/or a protracted refugee situation. It is also a practical manifestation of international humanitarian responsibility sharing, while at the same time the host countries are relieved from pressures caused by refugee influx, international conflict situations can be de-escalated and political cooperation as well as development and economic cooperation potential for the period after the conflict in the homeland of the refugees is created. In 2008 the number of refugees in need of resettlement approximated 155,000 individuals¹ around half of which actually resettled.

Currently 11 governments (Australia, Canada, Denmark, Finland, Ireland, New Zealand, the Netherlands, Norway, Sweden, United Kingdom and United States) host the bulk of the refugees who are annually resettled. Finding other states willing to accept vulnerable people and strengthening programmes recently introduced in places like Benin, Brazil, Burkina Faso, Czech Republic, Chile, and Iceland have become a priority.

In South America, following the agreement reached on the implementation of resettlement programmes in 1999-2000, Chile and Brazil received increased numbers of refugees. Chile accepted in the past years Iranian and Afghan refugees, and more recently Colombian refugees from the South American region. Brazil accepted Afghan refugees and also Colombians from the region. Ireland agreed in 1999 to formally accept refugees for resettlement and since then an annual quota of some 50 refugees has been processed for resettlement to Ireland. Among them are refugees from Afghanistan, Cameroon, Congo, Iran, Liberia, Rwanda, Somalia, Sudan, and Tunisia. Iceland agreed in 1996 to establish an annual resettlement quota, though it had earlier settled people from Poland and Viet Nam. The Ministry of Social Affairs, through the Icelandic Red Cross, is responsible for the selection, admission and integration of refugees in the country who, in recent years, included refugees of several ethnic backgrounds from the Balkan region.²

Although Spain has no fixed quotas or specific annual resettlement programmes, the government responded to the United Nations High Commissioner for Refugees (UNHCR) appeals and 1,426 Kosovar Albanians arrived in 1999 under the Humanitarian Evacuation Programme. In February 2000, a group of 17 Afghans from Uzbekistan were resettled. In Africa, Benin and Burkina Faso have been implementing programmes since 1998 and refugees were resettled from a variety of countries, including Algeria, Chad, Equatorial-Guinea, the Great Lakes region, Sierra-Leone and Sudan in these two African countries.³

This paper will focus on selected programmes in place for quota refugees in three resettlement countries; Finland, the United Kingdom and the United States of America. The countries were chosen to exemplify the variety of resettlement programmes in terms of history, quality and quantity, as well as to distill common denominators which are key to successful integration in the third countries. To do this, each section in this paper briefly outlines the country's admissibility determination process, pre-departure preparation and assistance, and the main actors involved in the resettlement programme including both governmental and non-governmental entities in place for incoming quota refugees.

¹Executive Committee of the High Commissioner's Program: Progress Report on Resettlement. 2 June 2008. <http://www.unhcr.org/refworld/pdfid/4864e3872.pdf>

² UNHCR Homepage. New Resettlement Programs: <http://www.unhcr.org/protect/3bb2e1d04.html>

³ Ibid

Finland

Admissibility Determination

Once a year, the Finnish parliament, in accordance with the central government budget, decides on the number of quota refugees to be admitted and the amount of resources available to assist them. Finland implements its quota refugee policy as part of its humanitarian immigration policy, reconciling refugee resettlement requirements in the world and the municipalities' readiness to accept refugees. The needs of already existing refugee communities are also considered, as it is deemed important to place refugees of similar ethnic background in the same municipality to promote and support the growth of functioning social groups.⁴ Quota refugees accepted are persons considered to be refugees by UNHCR and other foreigners in need of international protection. Since 2001 the annual quota has been set at 750 refugees.⁵

Based upon the estimate of the following year's resettlement needs introduced by UNHCR at the Annual Tripartite Consultations (ATC) in each spring,⁶ Finland mainly selects its caseload from those proposed by UNHCR.⁷ An Immigration Policy Ministerial Group operating under the Ministry of the Interior and consisting of the Minister of the Interior, Minister of Economic Affairs, Minister of Education, Minister for Foreign Trade and Development, Minister of Health and Social Services, Minister of Housing, Minister of Labour and Minister of Public Administration and Local Government together deliberate the details of the selection.⁸ Final selection is made by the Minister of Migration and European Affairs, which operates under the Ministry of the Interior. The condition for admitting refugees for resettlement under the refugee quota are laid down in section 92 of the Aliens Act and can be defined in the four conditions as follows⁹:

The First Condition: Assesses the refugee's need for international protection with respect to his/her home country. Account should be taken of the same factors as are taken into consideration when the need for international protection is determined within the asylum procedure.

The Second Condition: Assesses the refugee's need for resettlement with respect to the country where s/he is currently residing. The need for resettlement is apparent if the person is threatened with return to his/her country of origin or with arbitrary arrest or imprisonment in the first country of asylum. Next on the list are survivors of violence and torture and people in need of resettlement for medical reasons. Next are women, family reunification, children, adolescents and the elderly. Resettlement may also be considered for refugees who are not in need of resettlement for reasons of immediate protection but who find it difficult to establish themselves in their country of asylum in a manner appropriate to their cultural, social, religious or educational background. In such cases a further consideration is that there are places available in the quotas that are not needed for those in need of immediate resettlement.

The Third Condition: Is that the conditions for reception and integration in Finland have been assessed.

The Fourth Condition: Is that the issue of a residence permit is not prevented by reasons relating to public order and security, public health or Finland's international relations.

Special Refugee Provisions¹⁰

Urgent Cases: A tenth of the refugee quota is annually reserved for urgent cases and for people whom the UNHCR has assessed as being in urgent need of resettlement. These refugees are selected on the basis of UNHCR documents only.

Unaccompanied Minors: As a rule, the children resettled in Finland have entered the country either with their parents or with other relative families. Among the quota refugees, Finland has received only a few minors without accompanying parents. At the initial stage of their resettlement, unaccompanied minors have been placed in family community homes.

Family Reunification: Under section 114 of the Aliens Act a residence permit is issued on the basis of a family tie to a family member of a refugee who is residing in Finland or who has been issued a residence permit to move to Finland, unless there are reasons relating to public order, security or public health. In cases where issues relating to public order,

⁴ Valtioneuvoston selonteko eduskunnalle kotouttamislain toimeenpanosta (2008):

http://217.71.145.20/TRIPviewer/temp/TUNNISTE_VNS_4_2008_fi.html

⁵ Finland Ministry of the Interior Homepage:

<http://www.intermin.fi/intermin/home.nsf/pages/E152EBB709668E81C22573B5002C4C2D?opendocument>

⁶ Kiintiopakolaisten Vastaanotto, Työministerio (2004). Pg.7: http://www.mol.fi/mol/fi/99_pdf/fi/04_maahanmuutto/06_pakolaisuus/kipava2004.pdf

⁷ Finland Ministry of the Interior Homepage. *Quota Refugee Policy*:

<http://www.intermin.fi/intermin/home.nsf/pages/E152EBB709668E81C22573B5002C4C2D?opendocument>

⁸ Finland Minister of the Interior Homepage. *Tiedotteet*:

<http://www.intermin.fi/intermin/bulletin.nsf/PFBD/6A37FE09D8229DE0C22575200049474C?opendocument>

⁹ UNHCR Country Chapter: Finland. Pg. 2: <http://www.unhcr.org/protect/PROTECTION/3c5e57f07.pdf>

¹⁰ Ibid Pg. 4-6

security or public health come up, a decision on a residence permit is made taking into account all relevant circumstances relating to the matter. “A family member” (section 37 of the Aliens Act) is a spouse of a person residing in Finland as well as an unmarried child under 18 years of age whose guardian the person residing in Finland or his or her spouse is. If the person residing in Finland is a minor child, his or her guardian is regarded as a family member. A same sex spouse is regarded as a family member if the relationship has been registered. Also, people who continuously share a household and cohabit in a relationship resembling marriage are regarded as spouses. A requirement for this is that they have cohabited for a minimum of two years, except if they have a common child. The Finnish central government pays for the costs incurred during the family reunification process and all practical arrangements are handled by the Finnish Red Cross (FRC).

Main Actors in Finland’s Resettlement Programme

On the international level, Finland works mainly with UNHCR, the International Organization for Migration (IOM) and the FRC.¹¹ On the Federal level, the Ministry of the Interior is the main government body in charge of refugee selection and integration, having taken over this role from the Ministry of Labor in 2008.¹² The Ministry of the Interior directs the Finnish Immigration Service and Employment and Economic Development Centers (TE-Center) which carry regional responsibility for immigration and integration matters.¹³ Residence permits are granted by the Finnish Immigration Service which is subordinate to the Ministry of the Interior. The initial guidance is taken care of by the municipality in the form of a municipality official and possibly also an assistant worker from the refugee’s own ethnic group.¹⁴

Selection Process¹⁵

One month before each selection mission, UNHCR sends background details of the proposed refugees to the Immigration Policy Ministerial Group, who sends the information on to the Finnish Immigration Service and the Finnish security police. Based on these documents, the Immigration Service requests the security police to make an initial background check. The Immigration Policy Ministerial Group, the Immigration Service and the security police together decide on the delegation members for the selection mission. Based on the documents received from UNHCR, the delegation chooses beforehand which refugees to interview. The Immigration Service sends this information to UNHCR headquarters in Geneva as well as to the UNHCR regional office in the target country. The delegation informs the Ministry of Foreign Affairs the dates and members of the selection mission, who in turn inform the Finnish representation in the target country. Selection Mission: The Selection Mission usually takes from one to three weeks. The interviews take place either in a UNHCR provided space or in the refugee camps. The delegation consists of the Ministry of the Interior, TE-Center and the Immigration Service. When necessary, the security police also participate. The purpose of the interview is to assess the reasons behind refugee status and need for resettlement, the refugees’ capability to resettle to Finland, background information, education and current health. At times, the Immigration Service will also interview family reunification cases. This may happen when, for example, it is generally difficult to obtain a visa for the target country. In most cases, an interpreter is provided by UNHCR, although sometimes an interpreter may be hired beforehand from Finland. IOM and/or UNHCR provide further logistical assistance to the selection mission as needed. IOM, UNHCR and Finnish Embassy Officials meet to give a refugee situation briefing and discuss details of the selection mission and departure procedures to ensure a smooth process.

Grant of Resettlement: Once the final selection has been made, the Immigration Service grants residence permits and informs UNHCR, IOM, the closest Finnish representation, the Ministry of the Interior, the security police and the FRC. Travel documents are taken care of by the closest Finnish representation and in emergency cases possibly also the International Committee of the Red Cross (ICRC). Simultaneously TE-Center secures a receiving municipality for the refugees. Once housing is secured, IOM proceeds with pre-departure cultural orientation, travel arrangements and departure, transit and airport reception assistance.

Right of Appeal: In the case of a negative decision, there is no right of appeal.¹⁶

¹¹ UNHCR Country Chapter: Finland. Pg.7: <http://www.unhcr.org/protect/PROTECTION/3c5e57f07.pdf>

¹² Finland’s Ministry of the Interior Homepage. Migration: <http://www.intermin.fi/intermin/home.nsf/pages/2FF6FE098BF08BC0C2257386003E3008?opendocument>

¹³ Ibid

¹⁴ Kiintiopakolaisten Vastanotto, Tyoministerio (2004). Pg.21: http://www.mol.fi/mol/fi/99_pdf/fi/04_maahanmuutto/06_pakolaisuus/kipava2004.pdf

¹⁵ Ibid Pg. 8-13

¹⁶ Government Migration Policy Programme “Government Resolution 19.10.2006” Pg.29: http://www.mol.fi/mol/en/99_pdf/en/90_publications/migration_programme2006.pdf

Pre-departure Preparation and Assistance

Prior to arrival, TE-Center sends the receiving municipality background information on the refugees obtained from UNHCR. This includes basic information, education, work experience, current health and possible prison time and torture. They will also add any available doctor's statements. The information is received by the municipality official in charge of the refugees. The municipality and TE-Center inform the Immigration Policy Ministerial Group when they will be ready to accept the refugees. This information is passed on to UNHCR and IOM along with information on the nearest airport in Finland. The same information is also given to the FRC. Once IOM has finalized the travel arrangements, they will inform the Ministry of the Interior and FRC. The Immigration Policy Ministerial Group will inform the regional TE-Center and the FRC will take care of all practical arrangements with the receiving municipality. After TE-Center has secured a receiving municipality in Finland, IOM takes over pre-departure preparation and assistance.¹⁷

IOM Cultural Orientation: IOM conducts a three-day pre-departure Cultural Orientation class for refugees with funds provided by the Finnish government. All refugees aged 15 and above participate in this orientation. The orientation training is given by staff with migrant background from the IOM Helsinki office while the IOM office in the sending country provides logistical support and interpreters. In preparation for the courses, IOM Helsinki coordinates closely with the Immigration Policy Ministerial Group and NGOs. The receiving municipalities provide a short welcome letter and some information about themselves, including pictures from the municipalities and the workers the refugees will meet upon arrival.¹⁸

Language Training: No language training is offered prior to arrival.

Travel Arrangements: All the necessary travel arrangements are handled by IOM, in close cooperation with UNHCR and the Finnish Embassy on the ground, with IOM Helsinki handling the final leg of the journey. IOM provides departure assistance in the sending country and transit assistance on the way. IOM Helsinki and the FRC welcome the refugees at Helsinki-Vantaa airport and when necessary, guide them through baggage claim, customs/immigration and on to connecting domestic flights, busses or trains. At the final destination they are met by a worker from the local municipality.¹⁹

Medical Clearance: No general medical control is necessary prior to the admittance.²⁰ This leaves refugees (and fellow travelers) at risk of suffering from undetected health conditions that may be dangerous during travel (high blood pressure, heart conditions and communicable diseases, e.g. Malaria and Tuberculosis).

Post-arrival Assistance: Federal Level

Once the resettlement decision is made, the work is fully taken over by TE-Center.

Employment and Economic Development Center (TE-Center)

TE-Center operates under the Ministry of Employment and the Economy, the Ministry of Agriculture and Forestry and the Ministry of the Interior. There are 15 Centers around Finland, each with its own director. TE-Centers are tasked with receiving and settling refugees in municipalities, supervising the municipalities' refugee integration work and employment services for refugees and compensating municipalities for expenses resulting from the reception of refugees for the first three years.²¹

Municipalities receiving refugees for the first time or receiving a new ethnic group will be given a one day training session by TE-Center introducing the workers to the refugee group's native country and culture as well as reasons for refugee status. Members of the selection mission act as trainers at the sessions.²² TE-Centers contact the municipalities concerning potential refugees and in order to promote faster integration, tries to scatter the refugees among the municipalities. However, the refugees also have the opportunity to request resettlement in a municipality of their choice.

¹⁷ *Kiintiopakolaisten Vastaanotto*, Työministerio (2004). Pg.13:

http://www.mol.fi/mol/fi/99_pdf/fi/04_maahanmuutto/06_pakolaisuus/kipava2004.pdf

¹⁸ Ibid. Pg. 16

¹⁹ Ibid. Pg. 19

²⁰ UNHCR *Country Chapter: Finland*. Pg. 7: <http://www.unhcr.org/protect/PROTECTION/3c5e57f07.pdf>

²¹ TE-Center Homepage: <http://www.te-keskus.fi/public/Default.aspx>

²² *Kiintiopakolaisten Vastaanotto*, Työministerio (2004). Pg.20:

http://www.mol.fi/mol/fi/99_pdf/fi/04_maahanmuutto/06_pakolaisuus/kipava2004.pdf

Integration Programme and Plan

Due to Finland's unique social security system, most of the initial assistance refugees receive is government funded and implemented on the municipal level. The 1999 Integration Act centers around two main aspects; the receiving municipality's Integration Programme and the refugee's Integration Plan.

Integration Programme: Under the 1999 Integration Act, the municipality is encouraged to create an Integration Programme. In the creation of the programme the municipality hears from immigrants, NGOs, workers, worker unions and the local community.²³ The municipality and TE-Center in the municipality sign an agreement clearly outlining the programme plan. Based on this agreement the municipality will be reimbursed by the central government through TE-Center for costs incurred.²⁴ Refugees are immediately eligible for social security benefits received from the Finnish Social Insurance Institute (KELA).²⁵ The first stage of reception takes from one to three months. Usually this work is taken care of by a social worker hired by the municipality who works together with an assistant from the same ethnic and language group as the newly arrived refugee. The receiving municipality is responsible for finding appropriate housing for the refugee, which is paid for by TE-Center and reimbursed by the central government.²⁶ The municipality may also assist in setting up a new house, finding furniture, etc. The refugee has access to free interpreting services and free family reunification, with the central government covering all transportation costs for resettled family members.²⁷

Integration Plan: The Integration Plan is usually made within three months upon refugees arrival after s/he has registered at the local employment agency as an unemployed jobseeker or in need of basic social security subsistence. The plan is drawn up together with an employment adviser, or a social welfare worker as well as a representative from the municipality and possibly an interpreter.²⁸ Previous studies, work experiences, work capacities and wishes are assessed. The refugee can him/herself choose those services and steps that will best help to make the most of his/her knowledge and skills. The purpose is to make the refugee aware of all the resources available to him/her and for the local authorities and the refugee to together decide what is needed for him/her to best and most speedily integrate to life in Finland and consequently into working life. This may include Finnish or Swedish (over 30% of Finns speak Swedish) language classes, possible adult education, integration/labor market training and if necessary, possible assistance with mental health problems and/or rehabilitation.

Duration of the Plan: Refugees are able to participate in this integration plan for up to three years from the day they have been registered in the receiving municipality.²⁹ The integration plan is discontinued if the refugee has found a permanent job or permanent place of study. During the implementation, the refugee is entitled to an integration allowance, provided by the Social Insurance Institute. The assistance is paid for five days/week and is 24.61 Euro/day.³⁰

Right to Extension: The right to an integration plan can be extended by up to two years from the original three to allow the refugee to learn how to read and write, or to complete Finnish basic education. Age, disability, illness, child protection action and maternity/paternity leave can also entitle to an extension. Related discussions are held between the refugee and the officials involved in drawing up the original plan. The final decision is taken by the local employment office.³¹

Integration Training: Integration training is a fluid term and combines the cooperation of TE-Center, the Employment Office, adult education centers and possible other relevant parties. It is also arranged widely in the form of labor market training. This not only teaches Finnish or Swedish languages but also provides information about society and working life. The average duration of such training is one academic year. It always includes some on-the-job training. In the course of

²³ Finlex Finnish Legislation Homepage: <http://www.finlex.fi/fi/laki/alkup/1999/19990493>

²⁴ Uuden Mikkelin Maahanmuuttajien Kotouttamisohjelma (2000). Pg. 15: http://www.mikkeli.fi/fi/liitteet/02_palvelut/05_terveys_sosiaalipalvelut/maahanmuuttajien_kotouttamisohjelma_2000.pdf

²⁵ For more information on the Finnish Social Insurance Institute: <http://www.kela.fi/in/internet/suomi.nsf?Open>

²⁶ Uuden Mikkelin Maahanmuuttajien Kotouttamisohjelma (2000). Pg. 15: http://www.mikkeli.fi/fi/liitteet/02_palvelut/05_terveys_sosiaalipalvelut/maahanmuuttajien_kotouttamisohjelma_2000.pdf

²⁷ Kotimaaksi Suomi: Perustietoa Kiintiopakolaisille, Työministerio (2001). Pg. 9 : [http://www.intermin.fi/intermin/images.nsf/files/3D7EFCCF85F912DAC22573A2002C0722/\\$file/kiintio_fin.pdf](http://www.intermin.fi/intermin/images.nsf/files/3D7EFCCF85F912DAC22573A2002C0722/$file/kiintio_fin.pdf)

²⁸ Pudasjarven Kaupungin Maahanmuuttajien Kotouttamisohjelma (2008): <http://213.255.165.171/pudasjarvi/kokous/2008822-11.PDF>

²⁹ Finland Ministry of the Interior Homepage: <http://www.intermin.fi/intermin/home.nsf/pages/11961B074D927256C22573B5002CFF39?opendocument>

³⁰ Finnish Social Insurance Institute- Immigrant Integration Assistance Homepage: <http://www.kela.fi/in/internet/suomi.nsf/NET/100403170102EH>

³¹ Finland Ministry of the Interior Homepage. Integration: <http://www.intermin.fi/intermin/home.nsf/pages/11961B074D927256C22573B5002CFF39?opendocument>

the training a personal study and employment plan is drawn up. Part of the integration plan can also be studies aimed at completing comprehensive school, senior secondary school or a vocational qualification. Such studies can also be incorporated into the integration plan. Those entitled to integration allowance can also be granted the same benefits as those in labor market training.³²

Language Classes: Finland has two official state languages, Finnish and Swedish. A refugee can sign up for free language classes through their local employment office.³³ After this, the refugees are encouraged to continue studying the language in 1) vocational schools for adults (aikuiskoulutuskeskus), 2) citizen's institutes (kansalaisopisto), 3) general upper secondary schools for adults (aikuiskoulu), 4) folk high schools (kansanopisto), 5) adult education centers (työväenopisto), and 6) the language centers of universities and other higher education institutions. All of these centers and institutions operate under the Ministry of Education and Science.

Health Care: Refugees use the same municipal healthcare centers (terveyskeskus) as other Finnish citizens. The local healthcare centers are operated by the Ministry of Social Affairs and Health Department for Social and Health Services. Quota refugees are entitled to receive a thorough health check-up upon arrival. This check-up is done as soon as possible after the refugee's arrival in the municipality and includes a mental health evaluation.³⁴

Mental Health Care: Refugees are able to access local mental healthcare services within their municipality. Apart from this, there are two main actors, both operating under the Mental Health Association of Finland (Suomen Mielenterveysseura) that specializes in assisting migrants including refugees. Both are located in those cities with the largest migrant populations (Helsinki and Turku):

- **SOS Center:** Located in Helsinki, a free crisis prevention center for foreigners, which serves all the foreigners and their families living in Finland with social and mental health problems.³⁵
- **The Association for Mental Health in Southwestern Finland:** Located in Turku, the center gives free support and helps migrants and their families living in the southwestern parts of Finland in their difficulties.³⁶

The Office of the Ombudsman for Minorities (Vähemmistövaltuutetun Toimisto)³⁷

The office operates as an independent entity, located administratively within the Ministry of the Interior. It oversees the development of the status and rights of foreigners, gives information about legislation concerning migrants and gives guidance in questions concerning the legal protection of, and the discrimination against, foreigners. The office is also a member of the Immigration Service Steering Group (details below).

Immigration Service Steering Group (Maahanmuuttoviraston Neuvottelukunta)³⁸

The Immigration Service Steering Group is the initiative of the Finnish Immigration Service. The purpose of the Group is to observe and make recommendations concerning the work of the Immigration Service. The Group was established to promote closer ties between governmental and non-governmental bodies working within the field of migration. The members of the Group include; 1) the Ministry of Employment and the Economy, 2) the Ministry for Foreign Affairs, 3) the Ministry of the Interior, Immigration Department 4) the Ministry of the Interior, Policing Department, 5) City of Helsinki, Immigration Section, 6) the Finnish National Board of Education, 7) TE-Center for Southern Finland, 8) the Ombudsman for Minorities, 9) the Confederation of Municipalities, 10) the Central Organization of Finnish Trade Unions, the Finnish Confederation of Professionals and the Confederation of Unions for Professional and Managerial Staff in Finland (co-represented through one member), 11) the Advisory Board for Ethnic Relations (ETNO) 12) the Finnish Border Guard, 13) the Confederation of Finnish Industries, 14) the Finnish League for Human Rights, 15) the Finnish Red Cross, 16) the Finnish Refugee Council, and 17) the Refugee Advice Centre.

³² Ibid

³³ Employment Office "Finnish for Foreigners" Info Sheet: http://www.mol.fi/toimistot/helsinki/kluuvi/Suomea_ulkomaalaisille.pdf

³⁴ Savonlinnan Kaupungin Kotouttamisohjelma (2006). Pg.7: www.kunnat.net/attachment.asp?path=1;29;121;43719;95188;119492

³⁵ SOS Crisis Prevention Centre Homepage: <http://www.mielenterveysseura.fi/sos-keskus/>

³⁶ The Mental Health Association of Finland Homepage: <http://www.mielenterveysseura.fi/>

³⁷ The Office of the Ombudsman for Minorities Homepage: <http://www.ofm.fi/>

³⁸ Finnish Immigration Service Homepage: <http://www.migri.fi/netcomm/content.asp?path=8,2470,2704>

*Finland's Slot Machine Association (RAY)*³⁹

Finland's Slot Machine Association, which is generally referred to as RAY (Raha-automaattiyhdistys), was established in 1938 to raise funds through gaming operations to promote the health and social welfare of people in Finland. It uses gaming profits to support activities and projects undertaken by organizations in the health and social welfare fields. Migrant support work funded by RAY is targeted at people in immediate danger of marginalization: the elderly, children, young people, and, very often, women. RAY funding for immigrant support work has almost tripled since 2000, with a total of seven million Euro being granted to 89 activities and projects in 2006. The FRC and the Finnish Refugee Council, both receive funding for their programmes from RAY.

Post-arrival Assistance: Local Level

*Finnish Red Cross (Suomen Punainen Risti)*⁴⁰

Founded in 1877, and headquartered in Helsinki, the Finnish Red Cross is one of Finland's largest civic organizations. Their refugee activities focus on supporting refugee integration and promoting tolerance. The FRC takes over quota refugees from IOM at the airport. The FRC maintains two reception centers and is prepared to organize the reception of large groups of unexpected arrivals. The Immigration Service handles all the practical arrangements of family reunification through the FRC, who in turn coordinates all travel arrangements with IOM. The FRC also conducts tracing work. All services are government funded. The FRC represents UNHCR in Finland in refugee related legal matters and advocates for human rights based refugee and immigration policy.⁴¹ They also participate in the Steering Group.

*The Finnish Refugee Council (Suomen Pakolaisapu)*⁴²

Headquartered in Helsinki, the Finnish Refugee Council was established in 1965. The Council works in cooperation with various international organizations, especially UNHCR and the Nordic countries refugee organizations. In Finland, the Council's main partners include national and local authorities, The Finnish Refugee Advice Center, Amnesty International, the FRC, UNICEF, UNIFEM and the Finnish UN Association. Funding is received from the Ministry of Foreign Affairs, Ministry of Education, RAY and the EU.

On the federal level, the Council observes and takes part in Finland's decision making and discussion pertaining to refugees through academic discussion and policy development. The Council is a member of the Finnish Immigration Service Steering Group. On the municipal level, the Council assists in daycare centers and schools and cooperates with local level authorities and decision makers. For citizens, the Refugee Council provides training and information on refugee issues. The Council trains individuals with refugee background to go and teach about refugee issues in schools. They also hold information seminars at colleges, universities and other related events. For refugees, the Council provides social assistance for daily life in Finland. With various programmes, the Council aims to promote integration and self-reliance among the refugee community as well as understanding and tolerance in refugee neighborhoods.

- *Refugee Woman of the Year award*: Honours a female refugee who has been able to overcome exceptional difficulties to start a new life in Finland.
- *"Organizational Incubator" Project (2005-2008)*: Provides support for refugees and immigrant organizations in associative work, project management and finance related issues. Educational events inform refugees and immigrants on the main aspects of organizational work, including management, finance and project cycles. The project is financed by RAY.

*The Refugee Advice Center (Pakolaisneuvonta RY)*⁴³

An official partner of UNHCR, the Refugee Advice Center is an NGO founded by other Finnish NGOs. With four offices in Finland (in Helsinki, Kouvola, Oulu and Oravainen), the role of the Refugee Advice Center is to promote and provide legal aid and advice to asylum seekers, refugees and other foreigners in Finland. The Center works to improve the position of refugees in Finland and observes the direction of refugee policy within the EU. The organization is recognized as an expert in refugee and alien affairs in Finland and is heard by officials and parliament when new laws concerning foreigners are drafted and passed. The Center works in cooperation with the government providing training for government officials working with refugees. In addition they provide training for other sectors working now or in the

³⁹ RAY Homepage: <http://www.ray.fi/inenglish/yrittajayhteistyotiedotteet/tiedote.php?id=103&11=1>

⁴⁰ Finnish Red Cross Homepage: http://www.redcross.fi/en_GB/

⁴¹ Ibid

⁴² Finnish Refugee Council Homepage: http://www.pakolaisapu.fi/english/index_eng.html

⁴³ Finnish Refugee Advice Center Homepage: <http://www.pakolaisneuvonta.fi/?lang=eng>

future with refugees including care providers and students as well as refugees themselves. They also participate in the Steering Group.⁴⁴

- *“Vertaistoiminta” project*: Supports refugees in their everyday life in Finland. Participants include, for example, older children and teenagers who did not have a parent or other guardian to look after them when they arrived in Finland, and adults who can no longer be included in local authorities’ integration schemes. Project work is carried out in the cities and regions of Helsinki, Tampere and Turku. The three-year project finished at the end of 2008.⁴⁵

The Refugee Advice Center works closely with UNHCR and European refugee organizations and is a member of the European Council on Refugees and Exiles (ECRE) which represents 78 refugee organizations throughout Europe.⁴⁶

*Helsinki Deaconess Institute (Helsingin Diakonia Instituutti)*⁴⁷

Founded in 1867, the Helsinki Deaconess Institute is a foundation of public utility. It produces social and public healthcare services and offers educational programmes in these fields. For resettled refugees, the institute operates:

- *Centre for Torture Survivors in Finland*: The Centre for Torture Survivors in Finland is an outpatient ward of specialized healthcare for assessing, treating and rehabilitating refugees and asylum seekers and their family members residing in Finland, who suffer from torture-induced trauma. It operates nationwide, but its clinical work focuses on Southern Finland. It provides consultation services for and instructs social and healthcare sector professionals, various authorities, and NGOs.⁴⁸

⁴⁴ Finnish Immigration Service Homepage: <http://www.migri.fi/netcomm/content.asp?path=8,2470,2704>

⁴⁵ Finnish Refugee Advice Center Homepage: <http://www.pakolaisneuvonta.fi/?lang=eng>

⁴⁶ Ibid

⁴⁷ Helsinki Deaconess Institute Homepage: <http://hdl-en.eyhdistys.fi/>

⁴⁸ Center for Torture Survivors in Finland Homepage: <http://hdl-en.eyhdistys.fi/cgi-bin/linnea.pl?document=00010009>

United Kingdom

Admissibility Determination

The United Kingdom's resettlement programme was announced under the title of the Gateway Protection Programme (GPP) in April 2002. The GPP is the umbrella name given to the resettlement programme which includes; IOM, UNHCR and a partnership of six NGOs (Resettlement Inter-Agency Partnership - RIAP). IOM was asked to perform services for the GPP from November 2003. An agreement between the UK Home Office (International Asylum Policy Unit – IAPU) and IOM was signed on the 16th of March 2004 establishing the current framework of IOM's involvement. Applications for resettlement to the UK under the GPP are referred to the UK Border and Immigration Agency (BIA) by UNHCR. Applications cannot be made directly to the BIA, nor to UK posts abroad or through other international organisations. All applications are assessed individually on their merits. The IAPU in the Asylum and Appeals Policy Directorate and the Resettlement and Access to Benefits Section (RABS) in the Social Policy Unit maintain oversight and management of the programme. Referrals are processed through IAPU to the specific casework team responsible for the cases.⁴⁹ The quota for resettlement under the GPP has been increased from 500 individuals to 750 individuals annually in the financial year 2008/2009.⁵⁰ The funding for the programme is provided by the BIA which reimburses Local Authorities (LAs) looking after the resettled refugees during the first year following their arrival to the UK. The BIA receives its funding from the UK Home Office. Applications/referrals are made by UNHCR and refugees are interviewed in camps by teams from the BIA. Individuals referred to the UK for resettlement have been afforded Mandate Status by UNHCR and are considered eligible by UNHCR for recognition as refugees under the 1951 Convention.⁵¹

A decision to resettle refugees in the UK follows assessments by UNHCR to identify exceptionally vulnerable cases and must meet UNHCR's criteria for resettlement.⁵² The refugees selected have pressing humanitarian or security needs and are not able to return to their country of origin or integrate locally. Selection for resettlement to the UK is based on: 1) refugee status; 2) need for resettlement; 3) security screening; 4) family screening; and 5) health screening. In addition to this the applicant must: 1) cooperate with UK officials, UNHCR, and any other body involved in the UK resettlement programme including IOM (for example by complying with anti-fraud procedures); 2) be committed to supporting themselves and their families (with support and training); 3) not be in a polygamous marriage; and 4) not have an active application lodged for the mandate scheme or ten or more plan.^{53 54}

Selection Missions: Between April 2003 and August 2008, 14 GPP selection missions have taken place.⁵⁵ Selection teams meet with UNHCR and IOM before interviews at the British Embassy for a refugee situation briefing and explanation of specific roles of involved agencies in the respective country. During a meeting after the selection a preliminary lists of selected individuals are shared with UNHCR and IOM and further steps discussed.

Health Screening: A Migration Health Assessment (MHA) is carried out by IOM prior to final clearance to resettle to the UK. The MHA may include an HIV/AIDS professional pre-test counseling, radiology examination, serology examination, a full medical history, vital sign measurements and physical examination. Specialist evaluations are organized as per need and availability. The purpose of the MHA is to provide information to the Home Office to enable it to make a decision on whether the applicant meets UK-specific health criteria and to document the medical integration needs for the refugees.

Security Screening: Security screening is conducted for the principal applicant and dependants. Any information obtained is considered against the exclusion provisions in the 1951 Refugee Convention. If there is any reason to suspect that an

⁴⁹ *API January 2006 (re-branded 2008) Gateway Protection Programme*. Pg.2:

<http://www.ukba.homeoffice.gov.uk/sitecontent/documents/policyandlaw/asylumpolicyinstructions/apis/gatewayprotectionprogramme.pdf?view=Binary>

⁵⁰ UNHCR UK Homepage: <http://www.unhcr.org.uk/what-we-do/Resettlement.html>

⁵¹ *Gateway Protection Program Information Pack-1 (BIA and UNHCR Partnership)* (2007). Pg.4

⁵² *Ibid.* Pg.4

⁵³ *Understanding Resettlement to the UK*. Pg.15:

<http://www.refugeecouncil.org.uk/Resources/Refugee%20Council/downloads/howwehelp/UnderstandingGPPJune2004.pdf>

⁵⁴ The Ten-or-More Plan is a very small initiative established in the 1970s to assist refugees with disabilities or serious medical conditions, which cannot be attended to in their current location. The programme serves ten or more people per year. For more details, please refer to:

<http://www.icar.webbler.co.uk/1087/legal-aspects/mandate-refugees-and-the-tenormore-plan.html>

⁵⁵ *Gateway Protection Programme Information Pack-1 (BIA and UNHCR Partnership)* (2007). Pg.4

applicant, or dependant, has been a combatant, checks are made with relevant authorities to ensure that the applicant is not wanted by a recognized authority for war crimes, or in connection with their military service.⁵⁶

Dependents: Ordinarily, only the spouse and/or minor children of a principal applicant are treated as dependants in an application for resettlement. However, in deciding whether other persons should be considered as dependants of the principal applicant caseworkers must take into account: 1) whether the dependant is part of a pre-existing family group; 2) the family relationship to the principal applicant; 3) whether the caseworker is satisfied that the relationship is genuine, and as claimed; and 4) the impact on the dependant, financially and psychologically, if they are not resettled with the principal applicant. Also taken into consideration, when assessing whether a dependant can be resettled with the principal applicant, are the additional criteria as described for the principal applicant above as well as: 1) the dependant's age; 2) their own need for resettlement or protection; and 3) the impact upon them, should they not be resettled with the principal applicant. Dependants who are not declared to UNHCR or the Immigration and National Directorate (IND) of the UK Home Office at the point of application cannot apply to be recognized as the principal applicant's dependants after a decision on the application. If the application has been accepted, dependants can apply for family reunion in the normal way.⁵⁷

Grant of Resettlement: When a person is accepted for resettlement they are informed of the decision by letter, via UNCHR, and are told of the steps to be taken, such as pre-departure health treatment, cultural orientation and travel. Normally, people accepted onto the resettlement scheme are granted indefinite "leave to enter" the UK, and those recognized as Convention refugees qualify for refugee status on arrival.⁵⁸

Suspended Decision: This is issued when a person will be accepted for resettlement, but is temporarily unable to travel or be received in the UK, for example if the person is in the late stages of pregnancy or is still receiving medical treatment in preparation for travel. An applicant is informed by letter, via UNHCR, of the delay and when the case will be reviewed and travel to the UK arranged.⁵⁹

Special Refugee Provisions

Medical Needs: The UK commissions IOM to conduct medical screenings on all Gateway resettlement cases and their dependants. Certain medical conditions are given special consideration and a decision is made on a case by case basis after reference to ministers.⁶⁰ UNHCR is required to refer any case that has significant medical needs separately and in advance of the formal submission, including cases where the disabilities are of a physical nature, such as persons on crutches or in wheelchairs. A limited number of medical cases will be considered for each mission caseload. If accepted, preparations for medical treatment are made in conjunction with local authorities and non-governmental organisations within the UK responsible for resettlement integration.⁶¹

Survivors of Violence and Torture: Assessment of individuals who are survivors of violence and torture are conducted as part of the normal process. It is important that UNHCR referral forms are as explicit as possible in respect of the refugee's mental disturbances as a result of violence or torture, so that preparations for assessment of potential treatments can be made. During the initial counseling session provided by the UK as part of the GPP, needs can be assessed and can be followed up with further sessions.⁶² IOM psychiatrists can provide specialist reports including recommendations for psychiatric treatment.

Elderly: Referrals of elderly persons will be considered on a case by case basis, taking into account special needs relevant to integration if their settlement application is accepted.⁶³

Main Actors in the UK Gateway Protection Programme (GPP)

Main actors at the international level are British Embassies, UNHCR and IOM. On the Federal level are the Home Office and its Border and Immigration Agency (BIA), the Refugee Resettlement Programmes Unit (RRPU), Department for Work and Pensions, Department for Health, Department for Education, and Local Authorities (LAs). On the local level

⁵⁶ *Understanding Resettlement to the UK* (2004). Pg.16:

<http://www.refugeecouncil.org.uk/Resources/Refugee%20Council/downloads/howwehelp/UnderstandingGPPJune2004.pdf>

⁵⁷ Ibid. Pg.16

⁵⁸ Ibid. Pg.16

⁵⁹ Ibid. Pg.16

⁶⁰ UNHCR *United Kingdom of Great Britain and Northern Ireland Country Chapter*. Pg.6:

<http://www.unhcr.org/home/PROTECTION/40ee6fc04.pdf>

⁶¹ Ibid. Pg.6

⁶² Ibid. Pg.6

⁶³ Ibid. Pg.7

are six NGOs referred to as the Resettlement Inter-Agency Partnership (RIAP) which are funded by the Home Office to deliver services on the GPP. The different actors are guided by a GPP Steering Group.

The GPP Steering Group

The Steering Group is led by the Home Office and meets four times a year. It brings together participating government departments and non-governmental agencies to assess and advise on the programme.⁶⁴ The group is made up of representatives from: BIA, Brighton and Hove Council, Department of Communities and Local Government, Department of Health, Jobcentre Plus, Rochdale Council, IOM, UNHCR, British Red Cross, Medical Foundation, Migrant Helpline, Refugee Action, Refugee Council, Scottish Refugee Council and South Yorkshire Housing. New LAs will also attend if their areas become involved with the resettlement.

The Group meets to:

- Discuss policy developments in the Gateway area;
- Review progress against objectives and find solutions to problems facing the organisations participating in the programme and the resettled refugees;
- Review Gateway quarterly reports from the participating organisations;
- Identify and share resettlement information on “best practices”;
- Provide advice and recommendations on GPP matters; and
- Act as a forum for ensuring efficient and ethical running of the programme.⁶⁵

Pre-departure Preparation and Assistance

Services provided by the International Organization for Migration (IOM)

The UK IND decides, in line with Part Three of the Nationality, Immigration and Asylum Act 2002, to make grants to organisations participating in projects designed to assist the settlement of migrants.⁶⁶ IOM, under the “Migration Health Assessment, Health Treatment, and Travel Service for the Quota Refugee Resettlement Programme”, has been mandated to provide pre-departure migration health assessments, medical documentation, treatment, vaccination and travel assistance to individuals referred to IOM from the UK Home Office.⁶⁷

IOM also provides other services upon request from the UK Home Office. Such services include:

- Migration health assessments to assist decision making in individual cases;
- Migration health assessment to assist in the reception and integration of the applicants;
- Health treatment to successful applicants, if appropriate;
- Travel service, including flight bookings, exit permits, departure/transit assistance, medical and social escorts, for successful applicants from the country they are living to the UK (Heathrow and Manchester Airports); and
- Other migration services as agreed between the parties.⁶⁸

IOM Cultural Orientation and Language Training (CO-ELT)⁶⁹: In the camp or another designated site upon the BIA request, refugees will undergo Cultural Orientation (CO) and English Language Training (CO-ELT) provided by IOM.

The goals of the CO-ELT are to:

- Assist refugees above the age of 12 years gain the skills and information needed to prepare for life in the UK and to ease their initial transition;
- Describe the resettlement process beginning with travel to England, through the first few months in England; and
- Prepare the resettling refugees with linguistic and cultural skills designed to ease their entry into the new language and culture.

Cultural Orientation: The CO curriculum, lasting two-three weeks, is based on the “Welcome to the UK-Further Steps”^{€35} published by the Refugee Council on behalf of the RIAP. Sessions are designed to manage expectations and give refugees a clear understanding of the resettlement process, including familiarization with the UK. Sessions are discussion-based and client-led, with workshops and role-plays, to ensure that they best meet the needs of the group. Topics covered in class include: 1) pre-departure processing and journey to the UK; 2) health care; 3) housing; 4) geography; 5) cultural

⁶⁴ *Understanding Resettlement to the UK* (2004). Pg.11:

<http://www.refugeecouncil.org.uk/Resources/Refugee%20Council/downloads/howwehelp/UnderstandingGPPJune2004.pdf>

⁶⁵ *Gateway Protection Programme 2007 Information Pack-1 (BIA and UNHCR Partnership)*. Pg.10

⁶⁶ *IOM Migration Health Assessment, Health Treatment, and Travel Services for the Quota Refugee Resettlement Programme*. (2004-2005) Pg.2.

⁶⁷ *Ibid*. Pg.2

⁶⁸ *Ibid*. Pg.2

⁶⁹ *Cultural orientation and English language training for United Kingdom bound refugees CO-ELT Report IOM Nairobi* (2006)

adaptation; 6) assistance for refugees; 7) laws in the UK; 7) the refugee's status in the UK; 8) budgeting and money management; 9) employment; and 10) education.

English Language Training: The curriculum for the English language training is prepared by IOM CO-ELT staff members, structured to cater to people of different skill levels and adjusted to meet the linguistic, taking into consideration the academic needs of each group of refugees at a given time. Topics covered in the class include; 1) how to introduce oneself and family members, 2) polite expressions such as “thank you”, “sorry”, “please” and “excuse me”, 3) how to use a telephone, telephone directory, calling card, telephone bill, including the emergency number “999”, 4) introduction to English grammar, nouns, verbs, pronouns, prepositions, and sentence structure (advanced group), and 5) visit to a doctor and purchasing medicine from a pharmacy.⁷⁰

The CO offered is always flexible and can change depending on the nationality. Iraqis for example are currently only receiving a one day CO course provided by IOM which main aim is managing high expectations. The ELT was not required for the Iraqi caseload.

IOM Medical Clearance: A final health check is carried out by IOM in the departure city prior to departure to ensure refugees are fit to travel.

IOM Travel Arrangements: Travel for refugees accepted for resettlement under the Gateway is co-ordinated by IOM and paid for by the UK. Travel is organized once arrangements in the reception area are finalized. The BIA liaises with the local British post, the IOM local office and the UNHCR local office to ensure all travel documentation and necessary exit permits are prepared. Accepted Gateway cases will travel in groups of around 10-40 from their current country of residence to the UK with all transit assistance provided by IOM.

Operational Planning in the UK: After the BIA has conducted interviews, applications are processed in the UK. Detailed operational planning takes place in the three month period leading up to the refugee's arrival. Key services and staff are identified. About six weeks before the group arrives, the Home office releases a ‘manifest’ to the GPP service providers. It contains basic information including medical details, case notes and information about the ethnicity of the group and the languages they speak. The information is used to identify housing needs and to prepare local stakeholders for the group's arrival. Stakeholders include representatives from key services such as health, housing, education (including adult education and English for Speakers of Other Languages or ESOL) and Jobcentre Plus (benefits processing).⁷¹

Jobcentre Plus and Benefits: Six weeks before arrival, eligibility for key benefits is established by Jobcentre Plus from the home office manifest and a benefit processing day is arranged. This involves inviting colleagues from the Department of Work and Pensions involved in the National Insurance Number processing, the Inland Revenue Child Tax Credits and Child Benefit, and Housing Benefit. Two weeks prior to the refugee's arrival, an agreement on the allocation of benefits across families is made. Application packs are made up by Jobcentre Plus, forms are completed where possible and a timetable for the processing day is agreed.⁷²

Post-arrival Assistance: Federal Level

Border and Immigration Agency (BIA)

All the resettlement activities both in the UK and in the countries of refuge are coordinated by the Border and Immigration Agency (BIA) to ensure smooth transition of the refugees into the UK society. BIA provides funding to cover the full costs of an LA or other service providers to assist and support the resettled refugees for their first 12 months.⁷³

The Refugee Resettlement Programs Unit (RRPU): RRPU is a section of the BIA that is responsible for identifying caseloads, organizing missions and managing the policy of decisions on the GPP. The RRPU also maintains oversight and management of the programme and quota once the resettled refugees have arrived in the UK.⁷⁴ Unless agreed beforehand, most costs are paid after actual expenditure has occurred.⁷⁵ The amount of funding for individual activities will vary according to: 1) the size of the refugee group accepted; 2) specific refugee needs (including language and social needs); and 3) support/services model used, e.g. housing model. In addition, RRPU will provide contingency funds to the service providers on a case by case needs assessment (e.g. HIV, mental health or disability, which will attract extra funding due to their complexities and long-term funding

⁷⁰ Ibid

⁷¹ Gateway Good Practice Guide (2008). Pg.9: http://www.refugee-action.org.uk/information/documents/Gatewayguidesep08_web.pdf

⁷² Ibid. Pg.29

⁷³ Gateway Protection Programme Information Pack-1 (BIA and UNHCR Partnership) (2007). Pg.10

⁷⁴ UNHCR United Kingdom of Great Britain and Northern Ireland Country Chapter p.1: <http://www.unhcr.org/home/PROTECTION/40ee6fc04.pdf>

⁷⁵ Gateway Protection Programme Information Pack-1 (BIA and UNHCR Partnership) (2007). Pg.11

implications). Typically the programme funding for the resettled refugee covers; 1) the education of refugees and their dependants (e.g. ESOL classes); 2) interpretation services; 3) housing (including costs associated with negotiations with private landlords and Housing Associations); 4) refugee casework support services; 5) monitoring the progress of the integration of the refugees (e.g. data collection and input, writing of the required quarterly reports); and 6) training of the support caseworkers. In addition to providing the funding required by the local authorities and organisations involved in the programme, RRPV also manages all its grant agreements (including monitoring and reporting arrangements) with the lead service providers for each resettled refugee group. Regular visits are made by the RRPV staff to: 1) observe service delivery; 2) assess progress against agreed objectives; and 3) identify good practices and problems or difficulties arising. The RRPV also offers advice on media/ press handling.

Department for Work and Pensions

- ***Jobcentre Plus:*** A government agency, which is part of the Department for Work and Pensions, the agency provides welfare benefits to the refugees upon arrival.⁷⁶ Two weeks prior to the refugee's arrival, an agreement on the allocation of benefits across families is made. Application packs are made up by Jobcentre Plus, forms are completed where possible and a timetable for the processing day is agreed.
Refugee Integration Loan: In addition to welfare benefits, refugees can also apply for a government refugee integration loan.⁷⁷

Department for Health

- ***The Department of Health's Asylum Seeker Co-ordination Team (ASCT):*** Co-ordinates healthcare policy for asylum seekers and refugees. The team works across the Department of Health and other Government departments, and with health workers and service planners in the field.⁷⁸
- ***Primary Care Trust:*** Health information from the initial health screening conducted by IOM for all GPP applicants is released to the Primary Care Trust of the area in which the refugee will be living. Once in the UK, the refugees will have access to health care services under the same conditions as nationals.⁷⁹

Department for Education

- ***National Refugee Integration Forum (NRIF):*** Established by the Home Office in 2000 to bring together representatives from both the public and voluntary sectors to explore practical ways of improving refugee integration. The Home Office has a website providing information for those working with refugee children. The website covers educational issues and has been developed through a close collaboration between members of the Home Office, the education sub-group of the NRIF and the Department for Education and Skills. Information currently on the site includes examples of how storytelling and puppetry sessions and after school clubs can complement the more standard practices of out of school hours learning and extra language tuition to help refugee children adapt to life in the UK. The content is tailored to tie in closely with the Government strategy, *Every Child Matters*.⁸⁰

Local Authority⁸¹

Before GPP can start, the Local Authority must make a decision at a political and executive level to be involved. The GPP can only work with the cooperation of the LAs. The LAs take into account the pressure on existing services, the provision of housing, as well as their commitment to the protection of the refugees. A caseworker from a LA will be appointed to each family giving one-to-one support to enable an assessment of their needs and assistance to accessing services. Once the decision is made to accept a refugee, an initial planning group is formed in the local area consisting of representatives from the voluntary sector provider, local authority, education provider and health service. This group agrees the key details of GPP in the area and negotiates with the Home Office for funding. The BIA will look to the LAs to provide housing, healthcare, education and casework support for the resettled refugees. The LAs in turn will work with voluntary organizations, faith or community based groups, Housing Associations and other social care providers.

⁷⁶ Jobcentre Plus Homepage: www.jobcentreplus.gov.uk/

⁷⁷ Refugee Council welfare benefits outline: http://languages.refugeecouncil.org.uk/pdf/English/leaflet_welfare_benefits_English.pdf

⁷⁸ Department of Health Homepage. "Asylum Seekers and Refugees" <http://www.dh.gov.uk/en/Healthcare/International/asylumseekersandrefugees/index.htm>

⁷⁹ Department of Health Homepage. "Primary Care Trusts" <http://www.dh.gov.uk/en/Healthcare/Primarycare/Primarycaretrusts/index.htm>

⁸⁰ National Refugee Integration Forum Homepage: <http://www.nrif.org.uk/>

⁸¹ Gateway Protection Programme Information Pack-1 (BIA and UNHCR Partnership) (2007). Pg.9

- **Housing:** Furnished accommodation is arranged for refugees on the Programme prior to arrival in the UK. However, the refugees sign standard tenancy agreements and must pay for the rent themselves.⁸² In Sheffield, the Refugee Council sub-contracted housing provision to Safe Haven. Safe Haven finds suitable properties and ensures that they are ready for new tenants. Most of the properties identified by Safe Haven are owned by Housing Associations. Only in exceptional circumstances are refugees on the Programme housed in temporary accommodation rather than their permanent residence. Each household is shown around their new home and instructed how to use appliances. A food pack is prepared for each household containing basic items, such as coffee, sugar, salt, oil, vegetables, bread and rice.

Post-arrival Assistance: Local Level

*The Resettlement Inter-Agency Partnership (RIAP)*⁸³

The Resettlement Inter-Agency Partnership (RIAP) is made up of six NGOs who came together in the planning stages of the GPP to form a partnership for the delivery of services on the Programme. This partnership provides specialist support to the refugees coming to the UK to meet their needs and aid their integration into the community. Groups of resettled refugees are supported for 12 months by a team of staff which includes project workers, community development workers and volunteer co-ordinators. Support includes: 1) orientation on arrival; 2) housing; 3) help finding employment; 4) volunteering opportunities; 5) English classes; 6) help accessing other mainstream services; and 7) community development. The programme is fully funded by the UK Home Office. The full structure of the programme is set out in the partnership's working arrangements and terms of reference as follows:

RIAP Chief Executives Group (CEG): The chief executives, or senior management representatives, of the RIAP agencies form this strategic group. The group, referred to as RIAP, meets monthly and is responsible for ensuring that the Programme and its development is in the best interests of asylum seekers and refugees, and is contextualised within the sector's wider policies and services. RIAP oversees the co-ordination of the participating agencies and their relations with the Home Office, the National Asylum Support Service (NASS) and local authorities as well as maintaining an overview of finances and service standards. The Home Office attends RIAP meetings. Other agencies such as IOM and UNHCR are invited as appropriate.

The Inter-Agency Management Group (IAMG): The programme managers from each RIAP agency together form the Inter-Agency Management Group (IAMG). Identified by previous programme as an important mechanism for effective project management,⁸⁴ IAMG takes forward the detailed planning for the roll out of services for the GPP. In addition to the planning, development and delivery of services within their own agencies, the managers in this group are responsible for working with the Resettlement Inter-Agency Co-ordinator (RIAC) to ensure co-ordination, consistency and good practice across the Programme. Chaired by RIAC, this group is facilitated and serviced by the Resettlement Inter-agency Team (RIAT). Meetings currently take place on a monthly basis.

Inter-Agency Co-ordination: In previous programmes, an inter-agency co-ordinator was key to ensuring effective inter-agency co-operation and the positive input of the refugee sector. In the GPP, as also agreed in previous programmes, this role sits within the Refugee Council. To maintain a distinction between the Refugee Council's operational services and this coordination role, the RIAC is located within the Refugee Council's Development Group.

- **RIAC:** Is responsible for a range of co-ordinating issues including, the planning, development, and delivery of services by partner agencies, good communication and the sharing of good practice, and liaison with the Home Office and other stakeholders such as LAs, IOM and UNHCR. RIAC also provides expert advice to RIAP and the Home Office, informs on new national and international policy developments, and manages the RIAT, which supports RIAC in these activities.
- **RIAT:** Produces, disseminates and co-ordinates information for the Programme and provides regular updates to partners and other stakeholders about programme developments and refugee caseloads. RIAT is a point of contact for the Home Office, community organisations and other stakeholders for information on the Programme. It also helps to ensure effective monitoring and evaluation of the Programme.

⁸² *Understanding Resettlement to the UK* (2004). Pg.19:

<http://www.refugeecouncil.org.uk/Resources/Refugee%20Council/downloads/howwehelp/UnderstandingGPPJune2004.pdf>

⁸³ Ibid. Pg.11

⁸⁴ Successful partnerships were developed for the delivery of services during successive refugee programs including the Vietnamese, Bosnian and Kosovan programmes through the 1980's and 1990's, as well as currently for front-line asylum services. RIAP has been modeled on these previous partnerships. Please see: *Understanding Resettlement to the UK*:

<http://www.refugeecouncil.org.uk/Resources/Refugee%20Council/downloads/howwehelp/UnderstandingGPPJune2004.pdf>

Inter-agency Working Groups: These are formed as need arises. The main working group is the Information Sub-Group (ISG), serviced by the RIAT Information Officer. ISG ensures the co-ordination of information across the Programme. The group includes all RIAP agencies.

The six NGOs in RIAP will be explained below:

Migrant Helpline⁸⁵

Established in 1963, Migrant Helpline provides initial reception and orientation services to the refugees on arrival at London Heathrow airport. Migrant Helpline meets the refugees and transfers them to a local hotel where they receive briefings and advice sessions to prepare them for life in their resettlement area. The information they provide builds on the pre-arrival cultural orientation programme provided by IOM and is tailored to individual and household needs. Sessions include information about; road safety, using UK currency, rights and responsibilities, and benefits and support in the resettlement region. Migrant Helpline also provides a “One Stop Service” programme in Kent and East Sussex which assists refugees by: 1) finding suitable housing; 2) liaising with other agencies, e.g. social services; 3) accessing English language classes; 4) assisting in voucher and support enquiries; 5) accessing legal representatives; 6) helping access training and employment initiatives; and 7) assisting in finding school places for children.

Refugee Council⁸⁶

Established in 1983, the Refugee Council is the recognized lead agency working with refugees and asylum seekers in the UK and acts as the inter-agency coordinator for the GPP. It is committed to achieving a real difference for refugees and asylum seekers through the provision of practical help, advocacy and supporting the development of refugee community organizations. With offices in London, Birmingham, Ipswich, Leeds and Oakington, it has strong and credible relationships with regional stakeholders. It is a membership organization with 180 members, many of whom are refugee community organizations. Services are subject to location but generally include:

One Stop Service: Free advice and information to refugees and asylum seekers in their own language. Clients can discuss any problems they may have as an asylum seeker or refugee, including the asylum process and support and entitlement.

Specialist Team: Provides services for asylum seekers and refugees who have additional needs regarding health, disability, mental health or mental well-being. Services are provided in three main areas; 1) health access and health promotion, including help with GP registration, specialist clinic referrals, accessing dentists, pharmacists, opticians and other health services and advice on entitlements, 2) “Bi-Cultural Support”, a culturally sensitive assessment, referral and casework service for clients with mental well-being needs; and 3) women’s groups for newly-arrived and more established women clients. The team also provides English language support, Shiatsu massage and a mentoring service for women living with HIV (all provided by volunteers). The team is supported by a volunteer psychiatrist and general nurse.

Day Centre: Provides a welcoming environment for all clients. Breakfasts and hot lunches are served every day and the team of project workers and volunteers are on hand to provide practical support such as second-hand clothing, emergency toiletries, baby packs and food parcels. The Centre also runs drop-in services for different client groups.

Refugee Integration and Employment Service (RIES): RIES is a new service funded by the BIA. The Refugee Council is providing this service as the lead contractor in London. The service aims to help and support newly-recognised refugees (including the resettled refugees) to integrate smoothly and quickly into UK society.

Refugee Action⁸⁷

Established in 1981, Refugee Action is an independent national charity working to enable refugees to build new lives in the UK. The group provides practical emergency support for newly arrived asylum seekers and long-term commitment to their settlement. Refugee Action deals with some 40,000 enquiries from refugees and asylum seekers each year. As one of the country’s leading agencies in the field, Refugee Action has more than 25 years’ experience in pioneering work in partnership with refugees. Underpinning all the work is the belief that services should be guided by the voices of refugees and their communities.

⁸⁵ Migrant Helpline Homepage: www.migranthelpline.org.uk

⁸⁶ Refugee Council Homepage: www.refugeecouncil.org.uk

⁸⁷ Refugee Action Homepage: www.refugee-action.org.uk/

The British Red Cross (BRC)⁸⁸

Reconstituted under its current name in 1905, the British Red Cross provides orientation services in the form of short-term support to help vulnerable and newly arrived refugees. The BRC also assists in bringing around the reunion of families who have been separated around the world, and who have been allowed by the UK to join their families in the UK.

Metropolitan Support Trust (MST)⁸⁹

MST was created in 2007 April from four organizations; Refugee Housing Association, StepForward, Threshold Support and Walbrook Support to provide a wide range of services to vulnerable people.

Refugee Housing Association⁹⁰: Established in 1957, the Refugee Housing Association provides housing and support for refugees and asylum seekers and the brand name for Metropolitan Support Trust's (MST) specialist refugee and asylum seeker services. The Association seeks to support quality and support services to refugees and asylum seekers to develop their independence, promote their positive contribution and ease their integration into the UK. The Association operates across three regions; Midlands, Yorkshire and London.

The Scottish Refugee Council⁹¹

Established in 1985 with the help of Refugee Action and the British Refugee Council, the Scottish Refugee Council is an independent charity dedicated to providing advice, information and assistance to asylum seekers and refugees living in Scotland. The Council provides specialist services in areas such as housing and welfare, family reunion, women's issues, community development, the media and arts. The Council also plays a leading role in policy development and campaigns on refugee issues. In the receiving local area, service providers receive the refugees and address their immediate needs before they are taken to their accommodation. The first few weeks are an intensive period of structured activities for the new arrivals during which they are advised on 1) the nature and extent of the GPP, 2) the levels of service, and 3) the refugee's rights and responsibilities. After this initial orientation, focus is placed more on the long-term needs of the individuals and their groups. Briefing sessions are held with clients and a more in-depth assessment and action planning process is carried out using a Personal Integration Plan (PIP).

Personal Integration Plan (PIP)⁹²

It is important from the outset to encourage independence and reduce institutionalized dependence potentially arising from life in camps. However, once in their resettlement regions, the refugees will continue to require support. This is offered for at least the first 12 months in the UK through the relevant RIAP agency and is led by the needs of the individual refugee. A personal Integration Plan (PIP) is begun at an early stage in the support process and is kept by the client.

Every adult in the family is likely to have their own PIP. It is based on lengthy discussions with the refugee and may take several weeks to complete. The PIP covers 1) housing, 2) benefits and finance, 3) education and training, 4) employment and volunteering, 5) health and well-being, 6) social and leisure and 7) legal action. Within each section, the caseworker assists the client to identify their strengths and needs, hopes and aspirations, and the steps needed to achieve these goals. An action plan is developed which identifies the tasks to be completed, when and by whom. The document is ~~€34~~ 'live' throughout the entire period of support and is designed to make reviews, evaluation and monitoring an easy process. The document remains with the client and underpins the relationship between the client and the resettlement worker, as well as informing the developmental work undertaken by the GPP. The PIP is updated as and when necessary. At set intervals the manager of the GPP reviews the PIP with the client and the resettlement worker to ensure consistency and quality across the service.

⁸⁸ British Red Cross Homepage: www.redcross.org.uk/

⁸⁹ Metropolitan Support Trust Homepage: <http://www.mst-online.org.uk/>

⁹⁰ Refugee Housing Association Homepage: www.refugeehousing.org.uk

⁹¹ Scottish Refugee Council Homepage: www.scottishrefugeecouncil.org.uk/

⁹² Gateway Good Practice Guide (2008). Pg.36: http://www.refugee-action.org.uk/information/documents/Gatewayguidesep08_web.pdf

United States of America

Admissibility Determination

Referral to the United States Refugee Admissions Program (USRAP) is authorized by the Immigration and Nationality Act (INA), as amended by the Refugee Act of 1980. The programme is administered and monitored by the State Department Bureau of Population, Refugees and Migration (PRM). This legislation requires that referred applicants be outside their country of origin for the reason that they are unable, or unwilling to return due to actual, or a well-founded fear of persecution on account of their race, religion, nationality, membership in a particular social group, or political opinion.⁹³ Included in this definition are women who have been forced to undergo an abortion or forced sterilization, or who have suffered persecution for their failure or refusal to undergo these procedures or adhere to coercive population control programmes.⁹⁵ In certain instances and accordance with INA § 101(a) (42) (B), certain individuals within their countries of nationality or last habitual residence may meet the refugee definition. Examples of such caseloads are refugees in the former Soviet Union, Vietnam, Cuba and Iraq. Applicants for resettlement referral may be inadmissible to the United States for the following reasons: 1) s/he is found to be a current abuser of drugs, infected with certain communicable diseases, or has physical or mental disorders;⁹⁶ 2) s/he is found to have been involved in criminal activity such as drug trafficking, prostitution, murder, torture and crimes of moral turpitude; and 3) s/he is found to be a security threat to the U.S., examples of which would be those currently or previously involved in terrorist activity or espionage, those who hold membership in Communist or other totalitarian parties and those involved in Nazi persecution or genocide.⁹⁸

Refugee admissions to the United States are determined annually by the President in consultation with Congress. The final document, the *Presidential Determination*, establishes the admission ceilings and regional allocations of those numbers for the upcoming fiscal year. In addition, an unallocated reserve is provided to be used if, and where a need develops for refugee slots in excess of the allocated numbers. To be considered for resettlement into the U.S., refugees must meet four criteria: 1) meet the definition of a refugee according to U.S. law⁹⁹; 2) not be firmly resettled in any foreign country; 3) be admissible according to U.S. immigration law; and 4) be among those refugees deemed by the President to be of special humanitarian concern to the U.S.¹⁰⁰

In an effort to facilitate the determination of which refugees are of “special humanitarian concern” to the U.S., the President represented by the PRM, in consultation with Congress, the Department of Homeland Security Citizenship and Immigration Services (DHS/USCIS), UNHCR and various NGOs annually establish a set of three “refugee processing priorities.” The newly formed Refugee Corps (under the DHS/USCIS) uses these priorities to adjudicate refugee cases. **Priority One:** Is assigned to those refugees who have compelling protection cases and for whom no other durable solution exists.¹⁰¹ They must be referred to the USRAP by UNHCR, a United States embassy or NGO and must be in danger of attack or being returned to the country from which they fled. Determination of Priority One candidacy does not involve consideration of the applicant’s country of origin. A U.S. ambassador may make a Priority One referral for individuals still in their country of origin if the ambassador determines that a case meets the general referral criteria.¹⁰² **Priority Two:** Individuals eligible under a group criteria apply directly for the USRAP. Designated groups are of special humanitarian concern to the U. S. Current designated groups are based on certain nationalities, clans or ethnic groups. Key examples include Cuban dissidents and certain Soviet nationals in Cuba and the former Soviet Union respectively, Vietnamese still eligible for the Orderly Departure Programme (ODP), Iranian religious minorities, Sudanese Darfurians in Iraq, ethnic minorities and others from Burma in Malaysia and Thailand, Bhutanese in Nepal, and Burundians in

⁹³ This definition conforms to that which is provided in the UN Convention for the Status of Refugees.

⁹⁴ Congressional Research Services (CRS). *Refugee Admissions and Resettlement Policy*. (2006)

⁹⁵ UNHCR. *Country Chapter: USA*. Pg.13

⁹⁶ A refugee may overcome a health-related disqualification if he/she is able to prove that he/she has received adequate treatment or is able to receive a waiver from the Attorney General.

⁹⁷ It is important to note here that refugees, more so than regular immigrants, are often eligible for health waivers should they have a mental or physical illness but that illness has not been deemed communicable or otherwise dangerous to public health and safety.

⁹⁸ UNHCR. *Country Chapter: USA*.Pg. 3-4.

⁹⁹ See Section 101 (a)(42) Immigration and Naturalization Act

¹⁰⁰ UNHCR. *Country Chapter: USA*

¹⁰¹ Durable Solutions in order of preference are 1) voluntary repatriation 2) local integration in the first country of asylum and 3) resettlement in a third country.

¹⁰² Proposed Refugee Admissions for Fiscal Year 2008: Report to Congress. Pg.8

Tanzania.¹⁰³ In order to be eligible for Priority Two status, a refugee need *not, in many instances*, access the USRAP through UNHCR, an embassy or NGO as is the case with Priority One referrals. Furthermore, certain groups are permitted to apply for U.S. resettlement while still in their country of origin.¹⁰⁴

Priority Three: Is designated for refugee family reunions and is limited to nationals of designated countries.¹⁰⁵ Eligible for this priority are spouses, unmarried children under the age of twenty-one, and parents of persons admitted to the U.S. as refugees or granted asylum (referred to as “anchor relatives”).¹⁰⁶ Applicants must also be outside their country of origin, possess a valid Affidavit of Relationship filed on their behalf by their “anchor relative” during the period that their nationality was included in the list of designated countries for this category and lastly, be cleared for “onward processing by the DHS/USCIS Refugee Access Verification Unit (RAVU).¹⁰⁷ Priority Three, as well as Priorities One and Two above are distinct and separate from whether or not a refugee qualifies for refugee status. However, falling into one or more of the priorities *does* reflect an assessment of the urgency in which a refugee is to be granted resettlement referral.¹⁰⁸ Once cases are established as eligible for access to the USRAP under one of the three processing priorities, all cases will then undergo the *same* processing steps.¹⁰⁹

Special Refugee Provisions

Lautenberg, Specter and McCain Amendments: The INA generally requires that refugee applicants be able to prove that they personally have suffered from or have a well-founded fear of persecution. Adjudication of whether or not this experience or fear of persecution is credible is generally determined on a case-by-case basis. However, those refugees who fall under the special provisions of either the Lautenberg and Specter Amendments or the McCain Amendment are required only to prove that they are members of the protected category stated in these agreements and are *not* required to prove that they necessarily have an *individual* experience and/or fear of persecution.¹¹⁰ The Lautenberg and Specter Amendments give special consideration in refugee processing to certain categories of persons from the former Soviet Union, Indochina, and Iran. Historical persecution of designated categories of persons from these areas is taken into account when determining refugee status.¹¹¹ The McCain Amendment provides that certain sons or daughters of former Vietnamese re-education center detainees are to be considered refugees of special humanitarian concern and may be eligible for resettlement in the U.S.¹¹²

Family Reunification Follow-to-Join Petition/Visas 93: Within two years of being admitted to the U.S., a refugee (as in Priority Three, referred to as the “anchor” relative) may submit an I-730 Refugee Relative Petition to DHS/USCIS, a formal request to have his/her spouse and/or minor children also be resettled to the U.S..¹¹³ Petitions are approved upon determination that it provides adequate proof of a qualifying family relationship. If a petition is approved, it is forwarded to the American Embassy or Consulate¹¹⁴ nearest the residence of the refugee’s relative(s) where family members are interviewed. As interviews are not refugee adjudications, interviewees are not required to demonstrate a persecution claim. Instead, they derive their eligibility from their verified relationship with the anchor refugee and establishment that they are otherwise admissible according to U.S. immigration law.¹¹⁵

Main Actors in the U.S. Refugee Admissions Program (USRAP)

The USRAP is funded through and administered by the Department of State Bureau of Population, Refugees and Migration (DOS/PRM). Main actors at the international level are U.S. Embassy/PRM Refugee Coordinators, UNHCR, Overseas Processing Entities (OPE), the Center for Disease Control (through U.S. Embassy Panel Physicians) and IOM. At the federal level are the DOS/PRM; the Refugee Processing Center (RPC), Department of Homeland Security, U.S. Citizen and Immigration Services (DHS/USCIS); the Centre for Disease Control (CDC) in Atlanta, and the Department of

¹⁰³ Proposed Refugee Admissions for Fiscal Year 2008: Report to Congress. Pg. 10, 11

¹⁰⁴ See Appendix A: 2008 Designated Nationalities for Priority Two Referrals

¹⁰⁵ See Appendix B: 2008 Priority Three Designated Countries

¹⁰⁶ Includes those with lawful permanent residency and U.S. citizens who were initially admitted to the U.S. as refugees or granted asylum.

¹⁰⁷ Proposed Refugee Admissions for Fiscal Year 2008, pg.12.

¹⁰⁸ Bruno 2006, 5.

¹⁰⁹ DOS, DHS, DHHS. *Proposed Refugee Admissions*. Pg 7.

¹¹⁰ Ibid, 7-8.

¹¹¹ NSCJ Homepage: http://www.ncsj.org/AuxPages/112304HIAS_Specter.shtml

¹¹² Vietnam Consulate General for the United States Homepage: http://hochiminh.usconsulate.gov/the_mccain_program.html

¹¹³ Note here that eligibility for this channel to US resettlement is more limited than that of Priority 3 eligibility in that parents of the anchor refugee are *not* eligible.

¹¹⁴ Or by the Overseas Processing Entity (OPE) if there are significant USRAP processing operations in the given location.

¹¹⁵ DOS, DHS, DHHS. *Proposed Refugee Admissions for Fiscal Year 2008*. Pg. 13.

Health and Human Services, Office of Refugee Resettlement (ORR).¹¹⁶ At the local level are ten voluntary resettlement agencies, collectively referred to as “VOLAGs,”¹¹⁷ that the DOS/PRM has entered into cooperative agreements with to carry out post arrival resettlement and integration. Assistance provided through the USRAP is geared towards enabling newly arrived refugees to become self sufficient and to integrate into American society as swiftly and smoothly as possible.¹¹⁸

Pre-departure Preparation and Assistance

The Overseas Processing Entity: OPEs are contracted by PRM to implement the USRAP over a designated geographical area. Following PRM guidelines and in coordination with PRM Refugee Coordinators in the field, the OPEs are responsible for monitoring the USRAP pipeline for their caseload, ensuring that refugees are processed in an efficient, accurate and timely manner from point of access (referral/application) to point of departure. OPE processing steps generally include In-Processing (Pre-Screening), Adjudication (DHS/USCIS) and Out-Processing. OPE contracts have been given to NGOs, international organizations (IO) or direct US Embassy contractors. In FY 2007, NGOs worked under cooperative agreements with PRM as OPEs at locations in Austria, Kenya, (covering East Africa), Ghana (covering West Africa), and Thailand (covering East Asia), IOs and NGOs (such as IOM, the International Catholic Migration Commissions, Church World Service) support refugee processing activities in Egypt (covering Middle East and North Africa), Russia, Nepal and Turkey (Covering South Asia, Middle East and the Gulf States). The admissions programme operates under “in-house” arrangements at U.S. government (USG) installations in Cuba and Vietnam. IOM opened a new OPE in Nepal in July 2007.¹¹⁹

Application to the USRAP begins with a referral or direct access application submitted to the OPE. All applicants and applications are processed through the DOS/PRM Worldwide Refugee Admissions Processing System (WRAPS) database maintained by the Refugee Processing Center (RPC) and used by OPEs. After referral, all cases are pre-screened and processed through WRAPS for the purpose of creating a refugee case file. Each file contains various required documentation, including a DHS/USCIS form I-590, a family tree and biographical information, a security clearance, and an individual narrative history. Once a file is complete, a DHS/USCIS officer reviews the file and conducts an interview to decide whether the applicant is a refugee as defined under U.S. law. UNHCR recognition of an individual’s refugee status is *not necessary*, but also does *not* guarantee admission to the USRAP. If the applicant’s interview with DHS/USCIS is unsuccessful, the applicant is entitled to file a motion to have his/her application reconsidered at the nearest DHS/USCIS district office. This motion must be filed within 90 days of their interview or receipt of their denial decision and generally only meets with success if it contains new information not presented or available at the time of the original interview.

If the refugee is successful in his/her interview, the OPE begins the out-processing procedures that includes request and receipt of a sponsorship assurance, medical exams, fingerprints, additional security checks (if needed), and cultural orientation. This stage of the process can take between four to six months to complete and depends solely on the circumstances of each individual.

The Assurance Process: Ensures that the refugee receives adequate assistance during the initial months s/he is in the U.S. All resettled refugees to the U.S. are assigned to a “VOLAG” that is in charge of providing the refugee with necessary assistance during the resettlement phase. The Assurance Process is managed by the Refugee Processing Center (RPC) and entails a weekly allocation meeting between the VOLAGs. At this meeting, the resettlement location and VOLAG is determined based on: 1) location of any existing US based relatives; 2) housing availability; 3) employment opportunities; 4) availability of needed services; 5) perceived readiness of the host community to receive a refugee; and 6) whether the location in question has a significant population of refugees from the same country of origin as the refugee to be resettled.¹²⁰

Medical Clearance: All refugees to be resettled in the U.S. must complete a medical assessment by a designated US Panel Physician contracted by US Embassies and following the technical instructions of the Center for Disease Control (CDC). In many locations, IOM has been contracted by PRM to fill the designated Panel Physician role. Laboratory work, vaccinations and treatment of communicable diseases is mainly administered by IOM doctors and nurses around the globe in close cooperation with CDC. Results from the health assessment are used to determine whether the refugee has an

¹¹⁶ Refugee Council USA. “Major Administrative Agencies.” €35

¹¹⁷ Refugee resettlement watch homepage: <http://refugeeresettlementwatch.wordpress.com/2007/12/20/top-10-volags-for-2008/>

¹¹⁸ “CRS Report to Congress: Refugee Admissions and Resettlement Policy.” (2006). Pg.5-6

¹¹⁹ *Proposed Refugee Admissions for Fiscal Year 2008: Report to the Congress.*

¹²⁰ Refugee Council USA. *How Refugees Come to America.*

active, communicable disease or any other condition that requires treatment or special care. If the screening test comes back positive for a communicable disease, the refugee's application will be put on hold till they have either recovered or are deemed non-communicable.^{121 122} Once the refugee does receive medical clearance, s/he must enter the U.S. within one year.¹²³

Fingerprints: Refugees are fingerprinted by USCIS or designated individuals prior to arriving in the U.S. If refugees are arriving to the US from locations where fingerprints cannot be completed, they are fingerprinted at the US Port.

Security Clearance: Required for all refugees. The level of security clearance that they must obtain is dependent upon age, gender, country of origin and results of initial name checks. Most refugees are required to submit to a "name check" which primarily checks the refugee's name against the US State Department Consular Lookup and Support System (CLASS), Federal Bureau of Investigation (FBI) database of known terrorists and undesirables, as well as the State Department's database of individuals who have previously been denied visas to the U.S.¹²⁴

Cultural Orientation: Required for all refugees and implemented by the designated OPE or IOM. Emphasizes the importance of self-sufficiency in American culture and what to expect during the initial months in the States.¹²⁵

It is important for all refugees to understand that everyone living in America is expected to be as self-sufficient as possible and that the refugees along with the refugee assistance agency they are assigned to should do their best to ensure that s/he does not become an undue burden to American society.¹²⁶

Language Classes: No language classes are offered prior to arrival.

Travel Arrangements: Once all Out-Processing requirements are completed, the OPE requests IOM to make international and US domestic travel arrangements with initial travel funds provided by the federal government to IOM. Generally, from the time that DHS approval is granted, refugees enter the U.S within four to six months.¹²⁷ The U.S. government requires that refugees reimburse the government (through IOM) for the travel costs accrued to transport the refugee to their final destination in the U.S. These payments must begin soon after the refugee's arrival in the U.S. To ensure that refugees understand and agree to this responsibility, all refugees are required to sign a reimbursement promissory note prior to their departure to the U.S.¹²⁸ Money received as reimbursements from resettled refugees is then re-used to help fund the travel costs of future refugees to be resettled to the U.S.¹²⁹ IOM arranges exit permits in cooperation with the respective US Embassy, UNHCR and national authorities, conducts a pre-departure medical check to ensure refugees are fit to travel and provides departure, transit and arrival assistance at all American airports assigned as official Ports of Entry (POEs) for refugees. After guiding refugees through DHS and CDC arrival procedures they are either escorted to domestic onward travel connections or handed over to their VOLAG.

Escort services: IOM provides medical and social escorts as required.

Post-arrival Assistance: Federal Level

Department of State, Bureau of Population, Refugees and Migration (PRM)¹³⁰

The Department of State works domestically with VOLAGs to ensure that they are able to provide services according to established standards. This is done through the Bureau of Population, Refugees and Migration (PRM). To facilitate the achievement of standards, PRM is responsible for formulating policies on population, refugees, and migration, and for administering U.S. refugee assistance and admissions programmes.

¹²¹ **Positive, but Inactive:** In the case that the refugee tests positive for a disease, but the disease is deemed inactive, the refugee's application would not be put on hold. Instead the refugee's referral would be flagged in order to let resettlement officers in the U.S. know that the refugee will need follow-up, medical attention as soon as s/he arrives in the U.S. (Church World Service)

HIV/AIDS: If a refugee tests positive for either HIV or AIDS, they are still permitted to resettle to the U.S. However, prior to departure, they are required to obtain a medical waiver from the Centers for Disease Control (CDC) and Prevention/Division of global Migration and Quarantine. Generally this waiver is granted on humanitarian grounds. As soon as a refugee to be resettled is known to be HIV/AIDS positive, their assigned volag is contacted immediately so that they can arrange for services to meet the medical needs of the refugee after his arrival in the United States. (Church World Service)

¹²² Church World Service. *Refugee resettlement: health screening*. (2005)

¹²³ Refugee Council USA. *How Refugees Come to America*.

¹²⁴ Ibid.

¹²⁵ Refugee Council USA. *How Refugees Come to America*.

¹²⁶ UNHCR. *Country Chapter: USA*.

¹²⁷ UNHCR. *Country Chapter: USA*. Pg.5

¹²⁸ Ibid.

¹²⁹ Ammons, 2008

¹³⁰ PRM Homepage: www.state.gov/g/prm

Department of Homeland Security, Citizenship and Immigration Services (USCIS)¹³¹

Refugee, Asylum and International Operations Directorate, Refugee Affairs Division (RAD): RAD aims to offer protection to refugees in accordance with the laws of the U.S. and its international obligations. It facilitates this goal by:

- Conducting interviews overseas with refugee candidates identified for possible resettlement in the U.S.;
- Producing adjudications based upon the results of those interviews;
- Conducting protection screening for migrants interdicted by the U.S. Coast Guard in the Caribbean;
- Providing training, policy and procedural guidance to officers who conduct refugee adjudications;
- Working in close cooperation with governmental, non-governmental and international organizations, including the PRM at the Department of State, UNHCR and IOM, in order to support the annual refugee admissions goal determined by the President; and
- Ensuring the integrity of adjudications, including working together with law enforcement, intelligence and national security colleagues.

RAD initiatives may be broken down into two main categories:

The Programs Branch: Develops policies, procedures, regulations related to the refugee resettlement programme, oversees and coordinates training for officers conducting refugee adjudications and works to ensure the quality and consistency of refugee adjudications. In addition, the Programs Branch works to detect and deter fraud in the refugee programme.

The Operations Branch: Manages the field work to conduct refugee adjudications worldwide, including staffing, training, travel and other coordination necessary to support refugee “circuit ride” trips. The branch oversees the implementation of policy, procedures and regulations related to refugee resettlement. The Operations Branch coordinates and oversees temporary duty officer activities and works with overseas district offices and partner agencies involved in resettlement activities. This includes supervision of the Refugee Corps, officers who conduct refugee interviews overseas, as well as regional desk officers and a team dedicated to protection screening for interdicted migrants and other Cuba-related responsibilities.¹³²

Department of Health and Human Services, Office of Refugee Resettlement (ORR)¹³³

The Office of Refugee Resettlement is responsible for the funding of state administered programmes offered through the USRAP. Included are cash and medical assistance, training programmes, employment and other support services to refugees. All refugees are eligible to receive these and other ORR benefits and services when they arrive in the U.S.

Programmes and roles of this office are summarized below organized in accordance with their specific office divisions.¹³⁴

Division of Refugee Assistance (DRA): The directive of DRA is to oversee State-administered programmes through which refugees are provided assistance and services that facilitate their effective integration into American society and achievement of self-sufficiency. The following is an overview of the various programmes under DRA responsibility.

- *Cash and Medical Assistance Program (CMA):* Provides full reimbursement to States and alternative refugee assistance programmes for Refugee Cash Assistance (RCA) and Refugee Medical Assistance (RMA). The latter types of assistance are provided to refugees ineligible for Temporary Assistance for Needy Families and Medicaid. Such refugees are eligible for both RCA and RMA for up to eight months from their date of arrival in the U.S. CMA also provides reimbursements for associated medical costs and costs relating to medical screening provided by the State through local public health clinics.¹³⁵
- *Public/Private Partnership Program:* Provides states with the option of funneling ORR funds to establish partnerships with local resettlement agencies so that these agencies can provide refugees with RCA. The purpose of the programme is to facilitate a more effective and better quality resettlement while still maintaining the State’s responsibility of policy and administrative oversight.¹³⁶
- *Unaccompanied Refugee Minors Program:* Provides for the care of refugee minors admitted to the U.S. unaccompanied by a parent or adult relative. These minors are sponsored through the U.S. Conference of Catholic Bishops (USCCB) and Lutheran Immigration and Refugee Service (LIRS). Each minor in the care of this

¹³¹ USCIS Homepage: <http://www.uscis.gov>

¹³² Refugee Affairs Division.

¹³³ ORR Homepage: <http://www.acf.hhs.gov/programmeprogrammemes/orr/>

¹³⁴ For more detailed information on ORR programs and services, please visit: www.acf.hhs.gov/programmeprogrammemes/orr/about/divisions.htm#2

¹³⁵ Medical screening of refugees is carried out in order to identify and treat any contagious diseases and or medical conditions that may become barriers to the refugee’s integration.

¹³⁶ ORR currently funds Public/Private Partnership ProgrammeProgrammemes in the five States of Maryland, Minnesota, Oklahoma, Oregon, and Texas.

programme is eligible for the same range of child welfare benefits as non-refugee children in the State s/he resides. When possible, the child is placed in an area with nearby families of the same ethnic background. All costs incurred on behalf of each child are reimbursed by the ORR until after his/her eighteenth birthday.¹³⁷

- *Refugee Social Services Program*: Allocates formula funds to States so that they can continue to serve refugees past the initial period of support. The main thrust of the programme is to provide financial support to those programmes which aim to increase a refugee's ability to secure and retain employment.
- *Targeted Assistance Program*: Allocates formula funds to States for counties that qualify for additional funds due to an influx of refugee arrivals and a high concentration of refugees in county jurisdictions with high utilization of public assistance. Like the Refugee Social Services Program, this programme aims to assist refugees obtain employment with one year's participation in the programme and to achieve self-sufficiency.
- *Cuban Haitian Program*: Provides grants to State and State-alternative programmes to fund assistance and services in localities most heavily impacted by an influx of Cuban and Haitian entrants and refugees. Programme objectives are to support employment services, hospitals and other health and mental health care programmes, adult and vocation education services, refugee crime or victimization programmes, and citizenship and naturalization services.
- *Refugee Preventive Health Program*: In order to reduce the spread of infectious diseases, treat any current ailments and promote preventative health practices, this programme provides grants to States and State-alternative programmes and their designated health agencies to provide medical screenings and follow-up activities to newly arriving refugees.
- *Refugee School Impact Program*: Provides grants to State and State-alternative programmes to support impacted school districts with the funds necessary to pay for activities that will lead to the effective integration and education of refugee children. This may include second language instruction, after-school tutorials, programmes that encourage high school completion and full participation in school activities, after-school and/or summer clubs and activities, parental involvement programmes, bilingual/bicultural counselors and interpreter services.
- *Services to Older Refugee Program*: This programme aims to: 1) ensure that refugees over the age of 60 are sufficiently linked to mainstream aging services in their community; 2) provide appropriate services to all older refugees that are not currently being provided in the community; 3) create opportunities to enable older refugees to live independently as long as possible; and 4) develop services for or link older refugees to naturalization services, especially for those who have lost or at the risk of losing Supplemental Security Income and other Federal benefits.
- *Targeted Assistance Discretionary Program*: Through provisions of grants to States and State-alternative programmes, aims to address the employment needs of refugees that cannot be met with the Refugee Social Service Program or Targeted Assistance Program. The programme must focus primarily on those refugees who continue to need services beyond the initial years of resettlement. The programme also promotes the provision of services to refugees who are "hard to reach" and finding integration particularly difficult. Special populations served by this programme include refugees residing in the U.S. longer than five years, refugee women who are not literate in their native language, and elderly refugees.

Division of Community Resettlement (DCR): Provides assistance through public and private non-profit agencies to support the economic and social integration of refugees.¹³⁸

- *Matching Grant Program*: Provides grants to voluntary agencies to resettle newly arriving refugees and assist them in becoming economically self-sufficient within their first year in the U.S. without access to public assistance. The programme requires a match from private funds or donated goods and services to partner with monies provided by the ORR.
- *Wilson-Fish Program*: Aims to increase refugee prospects for early employment and self-sufficiency, to promote coordination among voluntary resettlement agencies and service providers and to ensure that refugee assistance programmes exist in every State where refugees are resettled.
- *Services to Survivors of Torture Program*: Provides services for the rehabilitation of torture survivors through diagnosis and treatment for the psychological and physical effects of torture, social and legal services, and research and training.
- *Refugee Agriculture Partnership Program*: Through partnerships with federal, State and local, and public and private organizations aims to improve the lives of those refugees involved in agriculture or the food sector businesses. Supported also by the Department of Health and Human Services and the U.S. Department of

¹³⁷ Office of Refugee Resettlement Homepage: http://www.acf.hhs.gov/programs/orr/programs/unaccompanied_refugee_minors.htm

¹³⁸ Also able to access the benefits of the DCR's assistance are asylees, certain Amerasian immigrants, Cuban and Haitian Entrants, and Victims of Human Trafficking.

Agriculture.

- *Preferred Communities Program*: Supports the resettlement of newly arrived refugees into communities that provide the best opportunities for integration.
- *Unanticipated Arrivals Program*: Provides funding to those communities who experience an unexpected influx in the number of refugees.
- *Ethnic Community Self-Help Program*: Provides assistance to refugee community based organizations to develop their capacity to serve as local service providers and as a bridge to mainstream services and resources.
- *Technical Assistance Program*: Provides refugee-serving organizations with technical assistance in areas such as English language training, outreach to asylees, child welfare, microenterprise, housing and financial planning.
- *Microenterprise Development Program*: Provides assistance to refugees which aims to facilitate their financial independency by helping them to develop capital resources and business expertise to start, expand, or strengthen their own business.
- *Individual Development Accounts Program*: Provides matched savings accounts and financial literacy training to low income refugees. Available to those refugees who aim to purchase a home, establish their own business or further their education.

The Division of Unaccompanied Children's Services (DUCS): Provides for the care, well-being and rights of unaccompanied alien children (UAC). Responsible for: 1) placement decisions for the UAC; 2) ensuring the interests of the child in decisions related to the care and custody of a UAC; 3) reunifying UAC with qualified sponsors and family members, when appropriate; 4) overseeing the infrastructure and personnel of ORR-funded UAC care provider facilities; 5) conducting on-site monitoring visits of these facilities and ensuring compliance with DUCS national care standards; and 6) collecting, analyzing and reporting statistical information on UAC.

The Division of Budget, Policy, and Data Analysis (DBPDA): Charged with overseeing the ORR annual budget, including formulation and execution, as well as allocating and tracking funds for refugee cash, medical assistance and State administrative costs. The division also tracks refugee population arrivals, responds to policy and eligibility inquiries, develops regulations and legislative proposals, allocates formula funds for Social Services and Targeted Assistance Programs, and provides general policy guidance and assistance to the ORR Director.

Post-arrival Assistance: Local Level

PRM contracts cooperative agreements with nine voluntary refugee assistance agencies and the state of IOWA collectively called VOLAGs, in order to provide initial resettlement services to newly arriving refugees. They consist of; the Church World Service, Episcopal Migration Ministries, the Hebrew Immigration Aid Society, U.S. Catholic Conference, the Lutheran Immigration and Refugee Service, the Ethiopian Community Development Council, World Relief Refugee Services, Immigration and Refugee Service of America, the International Rescue Committee and the State of Iowa Bureau of Resettlement Programs (Iowa BRP). The VOLAGs agree to provide reception and core assistance such as housing, furnishings, clothing, food, cash and legal assistance, as well as employment and medical counseling.¹³⁹ Provisions of these services must meet certain standards of care developed jointly between the NGO community and U.S. government agencies and first implemented in FY 2002. The ten VOLAGs maintain a nationwide network of affiliates located in Washington DC and all states except Wyoming, extending also to U.S. territory Hawaii.

All refugees are legally eligible for employment upon arrival in the U.S. One year following his/her initial arrival in the U.S., the refugee is required to adjust his status to *lawful permanent resident*. Five years following his/her initial arrival in the U.S., the refugee who has been granted lawful permanent resident status is eligible to apply for U.S. citizenship.¹⁴⁰

USRAP VOLAGs receive grants from the federal government and in-kind contributions from private sources. Accordingly they are obligated to provide the following assistance: (1) sponsorship of the refugee; (2) pre-arrival resettlement planning, including placement; (3) reception upon arrival at final destination (4) community orientation; (5) referrals to health, employment, and other services as needed; and (6) case management and tracking during the first year.¹⁴¹ Below is an overview of the VOLAGs, the main populations they assist and the services they provide.

¹³⁹ U.S. Department of State. "Refugee Resettlement and Integration." (2005)

¹⁴⁰ Ibid. Pg. 17

¹⁴¹ Ibid. Pg. 17

Church World Service (CWS)¹⁴²

Based in New York City, Church World Service (CWS) resettles approximately 8,000 refugees annually and operates Overseas Processing Entities in Accra, Ghana and Nairobi, Kenya.

Episcopal Migration Ministries (EMM)¹⁴³

Episcopal Migration Ministries (EMM), established in 1988, is the vehicle through which the Episcopal Church responds to the world's refugees. Making up the backbone of EMM efforts are Diocesan Refugee Coordinators whose primary activities include: 1) sponsor recruitment from within the diocese, sponsor training and support; 2) case management of each refugee placement, referral to necessary social services, provision of guidance and other assistance for a minimum of 180 days or until the refugee is determined to have become self-sufficient; 3) family reunification assistance; and 4) assistance to refugees who seek help other than direct sponsorship such as emergency funds or legal guidance.

The main goal of EMM resettlement services is helping refugees in their care achieve self-sufficiency as soon as possible. Through individual and community group sponsors EMM aims to meet this goal by: 1) meeting the refugees at the airport and escorting them to their new homes; 2) providing housing, food, clothing and other basic necessities for a minimum of thirty days or until the refugee is self-sufficient; 3) enrolling children in school and assisting adults to learn English; 4) assisting refugees in receiving their follow-up health exams within the first thirty days of their arrival; 5) assisting refugees in securing employment; 6) providing friendship, support and guidance; and 7) providing community and cultural orientation. EMM makes clear that as a VOLAG it is *not* responsible for: 1) payment of refugees' travel costs to the U.S.; 2) any debts or bills incurred solely by the refugee; and 3) the responsibility of the refugee's life choices.

Though EMM is a religion-based agency, sponsors involved in their resettlement programmes are reminded that the purpose of resettlement is not to gain converts to Christianity or to find new members for their church. Sponsors may offer an invitation to their church, but must take utmost care not to make the refugee feel pressured or obligated to accept. Sponsorship, EMM states, is unconditional regardless of the personal views of the refugee. With respect to the refugees' culture and religion, and if it seems important, sponsors are encouraged to link them with places where their faith or religion is practiced in the community. Sponsors are encouraged to learn about the refugees' faith or belief system so that they can better understand the refugees' point of view in daily interactions.

Ethiopian Community Development Council (ECDC)¹⁴⁴

Established in 1991 and headquartered in Arlington, Virginia, the Ethiopian Community Development Council (ECDC) is the only community-based organization to be authorized by the Department of State to resettle refugees in the U.S. It consists of grassroots organizations founded by refugees to serve refugees as well as ECDC branch offices. Through its branch offices located throughout the U.S., ECDC conducts educational and social service programmes that help newcomers resettle in their new communities and acculturate; recover from past trauma; gain personal independence and economic self-sufficiency; and become able participants and productive, contributing members of American society.

Hebrew Immigration Aid Society (HIAS)¹⁴⁵

Founded in 1881, the Hebrew Immigration Aid Society (HIAS) focuses on refugees of Jewish faith and is one of the oldest international migration and refugee resettlement agencies. Notable assistance provided by HIAS includes the assistance of 300,000 Jewish refugees from the former Soviet Union and its successor states to escape persecution and resettle in the U.S. General activities of HIAS include: 1) serving as a communication link between clients, communities of resettlement and government authorities; 2) advocating fair and just policies affecting refugees; 3) cultural orientation for newly arrived refugees; 4) legal counsel; 5) a multi-lingual hotline; 6) a world-wide location service to find relatives and other missing persons; and 7) administering federal grant programmes for Jewish resettlement in and monitoring resettlement throughout the country.

- ***HIAS pre-arrival assistance includes:*** 1) clarifying U.S. refugee policy to anchor relatives and community professionals; 2) referrals for case placement; 3) help with Affidavits of Relationship and the refugee application process; 4) liaising with U.S. Centers for Disease Control as required for cases with medical problems; and 5) notifying community affiliates of the refugees' itinerary.

¹⁴² Church World Service Homepage: www.churchworldservice.org Information on this agency's resettlement programs was not readily available.

¹⁴³ Episcopal Migration Ministries Homepage: <http://www.episcopalchurch.org/emm.htm>. See particularly "Plenty Good Room: A Handbook for Refugee reception and Resettlement": <http://www.episcopalchurch.org/documents/plentygoodroom.pdf>

¹⁴⁴ Ethiopian community Development Council Homepage: <http://www.ecdcinternational.org/>

¹⁴⁵ Hebrew Immigration Aid Society Homepage: <http://www.hias.org>

- *HIAS post-arrival assistance includes:* 1) liaising with the Bureau of Citizen and Immigration Services to clear up problems encountered by refugees at ports of entry and during the initial resettlement period; and 2) maintaining a library of materials on immigration and refugee issues.

U.S. Committee for Refugees and Immigrants (USCRI)¹⁴⁶

Like the other nine VOLAGs, the U.S. Committee for Refugees and Immigrants (USCRI) has multiple partner agencies spread out across the country which assist USCRI to fulfill its aim to meet refugees' essential integration needs. Particular importance is paid to the initial weeks of a new refugee's residence in the U.S. USCRI partner agencies ensure that the refugees receive a personal welcome upon their arrival at their final destination (port of entry welcome is provided by IOM), a warm meal, furnished apartment and that they are able to receive the support they need to become self-reliant as early in the integration process as possible. Partner agencies make sure that child refugees are enrolled in school, that all refugees have access to healthcare and other social services. They provide information on how to live safely and successfully in the U.S. and offer English language training, employment assistance and other specialized instruction. In addition they help new arrivals learn the basics of living in a new society such as how to shop, drive a car, how to make new friends and how to seek medical or other social services.¹⁴⁷

Lutheran Immigration & Refugee Service (LIRS)¹⁴⁸

Refugee Foster Care Program: Unaccompanied minors make up a portion of the refugee flow. To help address the special needs of this vulnerable population, LIRS has been authorized by the DOS to arrange foster care placements. As a result, LIRS has placed over 5,000 unaccompanied refugee minors with licensed and trained foster families through their twenty-five affiliated child welfare programmes across the U.S.

Travel Loan Services: All resettled refugees are required to repay the US government (through IOM) for the costs accrued to transport them from their first country of asylum to the U.S. All refugees are entitled to an interest free loan through IOM which they must start making regular payments on soon after they arrive in the U.S. LIRS counselors are available to assist refugees in setting up a reasonable repayment plan and to ensure that they are able to establish good credit and learn basic financial literacy.¹⁴⁹

International Rescue Committee (IRC)¹⁵⁰

Provides access to self-reliance tools such as: housing, job placement and employment skills, clothing, medical attention, education, English language classes and community orientation. All IRC offices serve as a free, one-stop center for refugees' needs during their initial months in America. IRC also offers comprehensive immigration services to assist refugees on their path to obtaining permanent residency or U.S. citizenship.

- *Activities as Overseas Processing Entity (OPE):* The IRC established refugee processing operations in Thailand in October 2005. The OPE coordinates all refugee processing activities in the region including the preparation of refugee applications and facilitation of Department of Homeland Security interviews. OPE staff have interviewed refugees in Tham Hin refugee camp near the Thailand-Burma border since December 2005. The OPE assists refugees throughout Southeast Asia and has fielded prescreening missions to Malaysia, Cambodia, Hong Kong and the Philippines.¹⁵¹
- *Program for Strengthening Organizations to Assist Refugees (SOAR):* Unit within IRC's Resettlement Department that assists new organizations founded by and for refugees. The programme is funded by ORR and provides technical assistance in the area of organizational capacity building to ensure that the groups they assist accomplish their missions, serve their beneficiaries effectively and engage in long-term strategic planning.¹⁵²

¹⁴⁶ Immigration and Refugee Service of America Homepage: <http://www.refugees.org/>

¹⁴⁷ Other key programs USCRI helps to facilitate are the Matching Grant Program, Financial Literature Program, and Partnership for Citizenship Program, Supporting the Successful Integration of Burundian Refugees Program, and Preferred Communities Program, all of which are funded by ORR and summarized on pages 8-11. For more information on USCRI's role in these programs, please visit:

<http://www.refugees.org/participate.aspt?subm=113&area=Participate&>

¹⁴⁸ Lutheran Immigration and Refugee Service Homepage: <http://www.lirs.org>

¹⁴⁹ For more information on the *Travel Loan Services Programme*, please visit www.lirs.org/Contact/loans.htm

¹⁵⁰ International Rescue Committee Homepage: <http://www.theirc.org>

¹⁵¹ IRC Homepage: <http://www.theirc.org/news/latest/IRC-Officially-Opens-Refugee-Processing-Office-in-Bangkok.html>

¹⁵² For more information, please visit

http://www.theirc.org/what/project_for_strengthening_organizations_to_assist_refugees_soar.html

State of Iowa, Bureau of Refugee Programs (IOWA BRP)¹⁵³

- ***Pre-arrival assistance:*** Identifying individuals and organisations that may assist in the refugee scholarship, orienting sponsors, and developing travel and logistical arrangements.
- ***Sponsorship:*** Securing and training individuals, churches, schools, civic organization or other groups who agree to help in the reception and initial placement of refugees in Iowa.
- ***Reception:*** Assisting in obtaining initial housing, furnishings, food and clothing for a minimum of 30 days.
- ***Counseling and referral:*** Orienting the refugee to the community specifically in the areas of health, employment, and training, with the primary goals of refugee self-sufficiency at the earliest possible date. Includes assistance with immigration procedures such as adjusting one's status from permanent resident to U.S. citizen.
- ***Consumer education:*** Includes formal or informal instruction to individuals or families in management of household budgets, home maintenance, nutrition, housing standards, tenant's rights, etc.¹⁵⁴

U.S. Catholic Conference¹⁵⁵

Migration and Refugee Services (MRS): The mission of MRS is to create a world where immigrants, refugees, migrants and people on the move are treated with dignity, respect, welcome and belonging. In an effort to realize this goal, MRS annually resettles and assists approximately one quarter of the refugees resettled to the U.S., of whom numerous countries are represented. Since 1992 MRS has expanded its resettlement assistance to include specialized services for unaccompanied refugee children. MRS is actively involved in legislative initiatives to benefit refugees and migrants and focuses on a refugee's need for assistance rather than their race, creed or nationality.

World Relief Refugee Services

World Relief mainly focuses on providing humanitarian relief abroad; however the agency does manage to also keep active in resettlement assistance in the U.S. World Relief resettlement assistance began in 1979 when churches in the U.S., mobilized by World Relief, helped in the resettlement of Vietnamese "boat people". Since then, World Relief has successfully resettled approximately 200,000 refugees.¹⁵⁶

¹⁵³ Iowa State Bureau for Refugee Programs Homepage: <http://www.dhs.state.ia.us/refugee/bureau/default.asp>

¹⁵⁴ Iowa department of Human Services. Bureau of Refugee Services. *Services and Statistical Report*.

¹⁵⁵ U.S. Catholic Conference Homepage: <http://www.usccb.org/mrs>

¹⁵⁶ World Relief Refugee Services Homepage: <http://www.worldrelief.org>

Conclusion

This paper has outlined the main actors and factors of refugee resettlement programmes in Finland, the United Kingdom, and the United States. These particular countries were chosen to highlight a variety of resettlement schemes as well as to distill “recipes for success” in integrating refugees in totally new society. It can be argued that factors leading to successful integration include:

1. Providing concrete, operational, and training services in the pre-departure phases in close coordination with international agencies and ensuring continuum of the services from pre-departure through post-arrival in the final destination including feedbacks from the experiences of resettled refugees and host community for future resettlement;
2. Effective coordination on the national level, by setting up a forum, consortium or steering group for regular meetings and information sharing among all key agencies involved in the refugee resettlement operations and by clearly designating a main coordination responsibility upon either an individual or a group;
3. Assigning a trained case-worker/social-worker per refugee family to closely assist and monitor the initial settlement stage by providing pastoral care and specific assistance on a day-to-day basis; and
4. Composition of an individualised/personalised integration plan, valid for a minimum of one year, to help individual refugees on their path toward integration, taking into account their respective needs, strengths and aspirations.

END¹⁵⁷

¹⁵⁷ Special thanks go to Hans Becker, Jeanette Camarillo, Michael Gray, Naoko Hashimoto, Kaisa Heikkinen, Janne Heiskanen, Ewa Hussain, Amity Malack, Akio Nakayama, Michel Tonneau, and all other IOM colleagues who made valuable contributions to this paper.

Appendix A: 2008 Designated Nationalities for Priority Two Referrals:

- In-country processing: Jews, Evangelical Christians, Ukrainian Catholics and Orthodox religious activists from the former Soviet Union; human rights activists, persecuted religious minorities, former political prisoners, forced labor conscripts, persons deprived of their professional credentials from Cuba; Vietnamese eligible for US resettlement under the Orderly Departure Program and Resettlement Opportunity for Vietnamese Returnees, and those who, for no fault of their own were unable to access the ODP prior to its cutoff date.
- Out-of-country processing: Ethnic minorities and others of concern from Burma residing in refugee camps in Thailand; ethnic minorities and others of concern from Burma residing in refugee camps in Malaysia; Burundians in Tanzania; Bhutanese in Nepal; Iranian religious minorities; and Sudanese Darfurians in Iraq.

Appendix B: 2008 Priority Three Designated Countries:

- Afghanistan, Burma, Burundi, Columbia, Congo (Brazzaville), Cuba, Democratic People's Republic of Korea, Democratic Republic of Congo, Eritrea, Ethiopia, Haiti, Iran, Iraq, Rwanda, Somalia, Sudan, and Uzbekistan.¹⁵⁸

¹⁵⁸ "Proposed Refugee Admissions for Fiscal Year 2008." 8-12

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巻頭エッセイ



…2009 年も終わりに近づき…

M ネット編集部からのごあいさつ

このところ暖冬でしたが、12月に入ってようやく冬らしいぴりっと冷たい空気を肌を感じるようになりました。M ネットを編集していると、いつもにも増して時の流れの(恐ろしいほどの)早さを感じずにはられません。

限られた人員と予算で、少しでも新味のある、何か心にひっかかるような問題提起ができないかと、毎月毎月、頭をひねりながら企画を考えています。今月号の発送が終わった～!! と、喜ぶ間もなくすぐに次号の編集作業に取りかからなければならず、まさしく自転車操業状態です。それでも、読者のみなさんが様々なご意見、ご感想をお寄せいただき、また、こんな記事が読みたい! とリクエストをくださったことが、私たちを大いに元気づけ、いいものを作ろうという気持ちにさせてくれます。

今年起こった政権交代が、日本の移住者政策にいかなるインパクトを与えうるのか…、来年は、M ネットでも今までよりさらに深く取り上げていきたいと思っています。ぜひ、来たる 2010 年も、M ネットをよろしくお願い致します。

2009 年師走の冬晴れの日に

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始まる！ 第三国定住

国際移住機関（IOM）駐日事務所
プログラム・マネジャー 橋本 直子

はじめに

2008年12月16日、日本政府難民対策連絡調整会議は「第三国定住による難民の受け入れに関するパイロットケースの実施について」の閣議了解を発表した（注1）。これは、アジアで「初の」難民の第三国定住事業で、向こう3年間で約90名のタイ在住ミャンマー難民を受け入れる計画である。ここで「初の」をカッコ付きにしたのは、実は日本は1970年代よりインドシナ難民とその家族約1万1000人を受け入れてきており、うち約4300人（注2）はタイ、マレーシア、インドネシア、シンガポール、フィリピン、中国（香港）等の難民キャンプを経由して来日しており、これも一種の第三国定住であったといえるため、本パイロット事業は必ずしも日本にとって前代未聞の試みではないからである。

本稿では、この「古くて新しい」パイロット事業の概要を、IOMが全世界で行っている難民の第三国定住活動と絡めて紹介する。また、日本自身のインドシナ難民受け入れからの経験および諸外国の経験を踏まえた本パイロット事業成功へ向けた提言も行いたい。

IOMと第三国定住

国際移住機関（IOM）は、「正規のルートを通して、人としての権利と尊厳を保障する形で行われる人の移動は、移民と社会の双方に利益をもたらす」という理念の下1951年に設立された多国間政府機関で、人の移動の問題に包括的かつ専門的に取り組む唯一の国際機関（注3）である。設立当初の大きな任務は、第二次世界大戦直後ヨーロッパに大量に発生した難民・避難民のラテンアメリカへの移住であり、まさに第三国定住であった。その後も、世界各地で紛争が起これば大量の難民が発生すると、その都度、受入国政府や国連難民高等弁務官事務所（UNHCR）との連携の下、難民の第三国定住を促進してきた（注4）。

特に日本との関連では、上述のインドシナ難民について、合法的出国計画（ODP）及び日本政府との「家族呼び寄せ」に関する取り決めに基づき、1980年から2006年まで約3000人のベトナム難民の家族について、渡航前健康診断、政府面接ミッションのロジ支援、申請・渡航手続きの代行、日本までの移送を実施した。また現在でも、週平均約300人の難民が東南アジアから北米へ向け成田空港を経由して移動するため、成田空港でも種々支援を提供している。全世界的な規模と

しては、2000年から2007年の8年間だけでも、58万人を超える難民の延べ22カ国（注5）への第三国定住を実施しており、難民の第三国定住は現在でもIOM組織全体の根幹を成す活動といえる。

日本への第三国定住パイロット事業

来年から受け入れが開始するパイロット事業は、（1）日本への受け入れが決定する前の支援、（2）受け入れが決定した後の支援、（3）受け入れ社会への支援に大別できる。

（1）まず、日本への受け入れの場合、日本政府が提示する受け入れ要件に合致する難民をUNHCRが選抜しそのプロフィールを日本政府に提出する（注6）。UNHCRから推薦された難民プロフィールに基づき、日本政府が難民キャンプに赴き面接するが、その政府面接ミッションのロジ面での支援もIOMが行う。

（2）次に面接の結果、日本への受け入れが暫定的に決まった難民に対してIOMが提供する支援は3つの活動に分けられる。

まずは健康診断。難民の中には、長年難民キャンプでの生活を余儀なくされ健康状態が万全でない者もある。難民本人と受入国が事前に疾病を把握し対応できるよう、結核などの伝染病の流布を予防し、難民がキャンプから日本までの長時間の渡航に耐えられる健康状態であることを確認するためにも、包括的健康診断・予防接種・治療・渡航直前の適性検査は不可欠である。次の要素として、文化研修と語学研修がある。長年キャンプで過ごしてきた難民にとって、日本社会がどのような制度と仕組みに基づいているのか想像するのは難しい。住居や交通手段、教育、保健医療、法律、就労等について渡航前に母語で説明を受けることにより、渡航後のカルチャー・ショックを和らげると共に、新しい生活に対する期待を現実的なものにすることができる。渡航前準備は、移動方法についての説明や簡単なリハーサルも含むが、それはキャンプから一歩も出たことがなく、飛行機はおろかエスカレーターや水洗トイレを使ったことがない難民が多いなかで、重要な要素である。また、語学研修については、短い期間ではあるものの、基礎的ですがすぐに使えるフレーズを教えることにより、渡航後の社会統合がスムーズになることが、長年の第三国定住の経験からわかっている。日本語研修の内容については現在起案中ではあるが、インドシナ難民受け入れの経験も十分に踏まえつ

つ、例えば簡単な挨拶や自己紹介、緊急事態に必要なフレーズ等日本での生活の第一歩に不可欠な言語に重点をおきつつ、日本語とあわせて日本文化も学べるような内容にする意向である。

来日が決定した難民への支援の3つ目の要素は、渡航支援である。難民の中には、身分証明書をもっていない者も多く、またキャンプからの自由な移動は通常認められていないため、IOMが各種証明書や渡航文書の準備を代行する。そのなかには、受入国政府との調整だけでなく、キャンプから空港までの移動に対する現地当局からの許可取り付け、特殊なグループの渡航に対する航空会社への協力要請、出発・到着空港における出入国手続きの支援等も含まれる。また、常夏のタイから四季のある日本に移住することに鑑み、来日時の日本の気候（および空港や飛行機）に適した衣服もIOMが提供する。

(3)最後に、受け入れ社会への支援として、IOMでは、来日するミャンマー難民の文化的背景や難民個々人のプロフィールについて日本語で資料を作成し、受け入れ社会に説明する予定である。たしかに日本に直接庇護申請者としてやってくるミャンマー出身者も増えてきてはいるが、ミャンマー出身者を隣人として迎えることに日本社会全体が慣れているとはいえない。したがって、来日する難民に研修を提供するだけでなく、受け入れ側でも物理的・精神的準備を整えることが重要となってくる。

以上、日本への難民の第三国定住におけるIOMの活動を時系列的に説明したが、一言でまとめると、IOMの役割とは「来日する難民と日本側受け入れ社会との間の架け橋」であると言える。

成功へ向けた提言

最後に、日本へのインドシナ難民受け入れおよび諸外国の第三国定住の経験を踏まえて、パイロット事業成功へ向けたIOMの提言を述べて終わりたい。

- (1) 過去の教訓を生かし、すでに日本で暮らしている難民の方々やインドシナ難民の受け入れに関わった関係者などリソース・パーソンの活用が重要である。例えば、IOMが行った「ベトナム難民女性の適合調査」(注7)の結果、数多くの興味深い発見があったが、なかでも、語学習得能力の格差に起因する家庭内での親と子供の力関係の逆転とそれに伴う家庭内での摩擦が問題であると指摘された。また、日本政府外務省と09年2月に共催した「第三国定住に関するシンポジウム」では、パネリストの一人であったカンボジア難民女性から、「来日後に自分がしたいことの希望を聞かれたことは一度もなかった」との発言があった。これらの事例はほんの一部にすぎないが、パイロット事業の詳細を詰めていくなかで留意すべき過去の教訓であろう。
- (2) 北欧諸国で行われているように、ケース・ワーカーが手伝いつつ、難民一人一人の希望と適性に合わせた年間社会統合計画書を作成し、進捗状況を随時ケース・ワーカーと共に確認していくことが肝要である。日本人一人一人の個性や適性が違うように、難民にも当然一人一人別々の希望や得意・不得意がある。今回は3年で90人と比較的小さい数でもあり、きめ細やかな支援も可能であろう。

(3) 豪州やカナダなどでは、難民と似た家族構成をもつ地元住民をボランティアベースで家族単位でマッチングさせ、通学や買い物、日常の諸手続き（銀行や郵便局など）を一緒に行うという営みが成功を収めている。このようなホストファミリーが難民家族にとってありがたいのは容易に想像がつくが、受け入れ家族の特に子どもたちが異なる価値観や生活習慣に触れることで得られる教育的効果が高いという評価が出ている。さらにいえば、常にケース・ワーカーと一緒に行動させるよりも費用面で効率的という利点もあり、「一石三鳥」である。

(4) 諸外国の多くでは、関係省庁、自治体、国際機関、NGO、受け入れ社会代表といった関係者間の「第三国定住難民受け入れタスクフォース」が設立され、定期的に進捗状況を発表し問題の解決を図る仕組みがある。第三国定住は、一機関や団体で成しえるものではなく、関係者間の連携がカギを握っている。今回のパイロット事業は、その進捗状況を随時把握、分析、調査検証し、本格的な第三国定住を始めるかを検討する目的があることにも鑑み、官民横断型のタスクフォースを設立することは有用であろう。

(5) 最後に、第三国定住を比較的最近始めたイギリスでは、渡英1年後に難民の誰も就職できていなかったとの報告がある。また、2月のシンポジウムでカナダ政府の専門家は、「成功か失敗かは半世紀経たないとわからない」と明言した。日本の第三国定住パイロット事業の検証においても、そのような中長期的視野が取られることを期待したい。

(注1) 同12月19日に難民対策連絡調整会議決定として発表された「第三国定住による難民の受け入れに関するパイロットケース実施の具体的措置について」も参照のこと。

(注2) 外務省ホームページ <http://www.mofa.go.jp/MOFAJ/gaiko/nanmin/main3.html#2-3> に基づく。

(注3) 本部はジュネーブ、加盟国数127カ国、現地事務所数440、職員数約6700名、年間事業執行額約10億ドル(2009年10月現在)。より詳しくは、IOM駐日事務所ホームページ参照 <http://www.iomjapan.com>。

(注4) 大規模な第三国定住事業は、1956年のハンガリー難民、1968年のチェコスロバキア難民、1973年のチリ難民、1975年のインドシナ難民、1979年のアフガニスタン難民、1993年のソマリア難民、2000年の旧ユーゴスラビア難民、2005年のミャンマー難民、2007年のブータン難民、2008年のイラク難民が挙げられる。

(注5) アドホックな受け入れも含む。現在いわゆる年間枠があり多年度にわたる第三国定住プログラムを実施しているのは以下12カ国：豪州、カナダ、フランス、デンマーク、フィンランド、アイルランド、ニュージーランド、オランダ、ノルウェー、スウェーデン、英国、米国。

(注6) 他の国の場合、難民個々人との詳細な面接とケース情報の準備、データベース化、難民に対する第三国定住一般と受入国についての説明会やキャンペーンなどをIOMが行う場合もある。

(注7) IOM駐日事務所ホームページからダウンロード可能。
http://www.iomjapan.org/archives/vietnamese_refugee_adaptation_report.pdf