



16 February 2009

UNHC/REF/3/1

▶ Minister of Foreign Affairs

For action by 25 February 2009

**CALL BY THE UN HIGH COMMISSIONER FOR REFUGEES, ANTONIO GUTERRES**

**Submission:** Briefing for call

**Purpose:** To brief you on likely issues arising out of the call by the United Nations High Commissioner for Refugees.

**Comments:**

**Recommended Referrals**

Prime Minister

For information by 25 February 2009

**Contacts**

Peter Rider Director, UN, Human Rights & Commonwealth Division  
 Policy Officer, UN, Human Rights & Commonwealth Division

S9(2)(a)

**Minister's Office Comments**

Signed / Noted / Referred / Agreed / Approved

Date: 24/2/09

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Meeting

Others Present

Attachments

Background

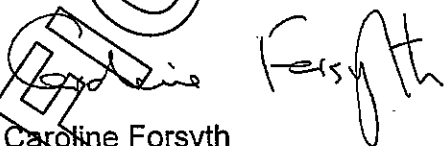
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8 New Zealand accepts an **annual quota of 750 refugees**. While many other resettlement countries have increased their quotas in recent years, New Zealand's quota has remained at 750 since 1997. With a global increase in refugees, internally displaced and stateless people, UNHCR has requested New Zealand increase its current quota. It has also requested that family reunification places, currently included in the quota, be taken out of the quota to allow more places for other refugees. The proposed 2009/10 refugee quota has yet to be considered by Ministers, but officials will be recommending that the financial impact of any increase makes it untenable in the current economic climate. It is worth noting in this context that, on a per capita basis, New Zealand's annual refugee quota is still above average.

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Caroline Forsyth  
for Secretary of Foreign Affairs and Trade

Outcomes Sought

- 
- New Zealand's decision not to increase its annual refugee quota explained.
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out of scope

out of scope

Speaking Notes For: Prime Minister and Minister of Foreign Affairs

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out of scope

**[If raised]** The 2009/2010 refugee quota composition is still being drafted, but the financial impact of any **increase to the refugee quota** makes it untenable in the current economic climate. New Zealand is currently doing its share, however, as we still accept more refugees per capita than most other countries.

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**BRIEFING**

MINISTER	PORTFOLIO	DEADLINE
Hon Dr Jonathan Coleman	Minister of Immigration	04 March 2009
Hon Murray McCully	Minister of Foreign Affairs	20 March 2009
Action sought	For your signature	
Title	<b>PROPOSED REFUGEE QUOTA COMPOSITION 2009/2010</b>	
Date	16 February 2009	
Security	IN CONFIDENCE	
Copied to	Hon Kate Wilkinson, Assoc Minister of Immigration	
For referral to	N/A	
Agencies consulted	Ministry of Foreign Affairs and Trade Office of the United Nations High Commissioner for Refugees	
Contact Information	Qemajl Murati Manager (acting), Refugee Quota Branch  Christina Fordyce Director (acting), Refugee Division	
Authorising manager	Kevin Thira Group Manager (acting), Service International	
Tracker number	09/82559	

Minister's comments:

Minister's feedback:

	Very Poor	Poor	Neutral	Good	Very Good
Quality of advice:	1	2	3	4	5
Writing style:	1	2	3	4	5
Quality of analysis:	1	2	3	4	5
Completeness of information:	1	2	3	4	5



09/82559

16 February 2009

Minister of Immigration  
Minister of Foreign Affairs  
Cc Associate Minister of Immigration

## PROPOSED REFUGEE QUOTA COMPOSITION 2009/2010

### Purpose

- 1 This paper seeks your agreement to the proposed key priorities and composition of the 2009/2010 Refugee Quota for resettlement in New Zealand [SE (87) M 8/5 refers].

### Executive Summary

- 2 The composition of the Refugee Quota for 2009/2010 has been subject to formal submissions and consultation between the Department of Labour's Refugee Quota Branch and the Office of the United Nations High Commissioner for Refugees (UNHCR). Apart from the separate category of family reunification cases, New Zealand fills its quota solely from UNHCR referred cases. The main benefits of this to New Zealand are the assurance that the refugees we receive have genuine refugee status in international law and are priority cases (UNHCR is best able to determine global priorities given its overview of the entire refugee situation from a neutral standpoint).
- 3 Key priorities proposed for the Refugee Quota Programme for 2009/2010 are:
  - a responding to global priority protection pressures, with a focus on protracted situations;
  - b facilitating family reunification;
  - c resettling emergency cases from countries of first asylum; and
  - d focusing on refugee caseloads where our contribution can make the most significant difference at that point in time.
- 4 The proposed refugee composition for the 2009/2010 year reflects a balanced outcome by focusing on caseloads which have been identified by UNHCR as most in need of international protection, as well as caseloads that match the capabilities of settlement services (including housing) and communities already in New Zealand.

- 5 The proposed composition of 750 refugees will include nationals of Myanmar (Rohingyas), Bhutan, Colombia, Iraq, the Palestinian territories, Democratic Republic of Congo (DRC), Rwanda and Burundi as well as 'various' refugee cases from a range of countries. Background information and key considerations of these groups is provided in Annex Two of this paper.
- 6 Department of Labour will continue to work closely with government and non-government agencies involved in the resettlement sector to ensure refugees have access to the information and support they need when settling in our communities.

#### Background

- 7 Cabinet agreed to the establishment of the Refugee Quota in 1987 [SE (87) M 8/5 refers]. Under the programme 750 refugees are accepted annually for resettlement in six intakes of approximately 125 people each. The total annual quota can vary by plus or minus ten percent. All refugees will be selected in accordance with the programme priorities.
- 8 The Refugee Quota composition is set by the Minister of Immigration and the Minister of Foreign Affairs after consultation with the UNHCR, relevant government agencies and non-government organisations.

#### Process

- 9 The UNHCR presents its global resettlement priorities in June each year at the Annual Tripartite Consultations on Refugee Resettlement in Geneva. Based on these priorities and its understanding of New Zealand's refugee quota programme, the UNHCR then proposes caseloads for consideration by the New Zealand Government. UNHCR makes a number of caseload recommendations from a range of identified priorities. The global demand for resettlement is high and less than 1% of the world's refugees are offered resettlement to a third country. Resettlement is therefore only offered where no other solutions exist. While New Zealand's contribution is numerically small our commitment to resettlement is part of our international commitment to global burden sharing.
- 10 The Department of Labour also seeks formal submissions on priorities and the composition of the Refugee Quota from government agencies, non-government organisations and refugee communities within New Zealand. Although all submissions are taken into consideration, the limited number of places available means the proposed refugee composition is generally unable to meet all the expectations of individuals or groups invited to make submissions.
- 11 All cases presented to the Department of Labour for inclusion in the quota composition for 2009/2010 will be interviewed by Refugee Quota

Immigration officers<sup>1</sup> and will undergo a comprehensive selection screening and assessment process focusing on credibility, risk and settlement to ensure that:

- a the case is in line with New Zealand's priorities;
- b New Zealand is the right settlement option for that person; and
- c the person is not a security risk or character of concern to New Zealand.

12 If the Department of Labour is not satisfied with the case presented in relation to any of the above considerations, the case will be declined. Annex Three sets out in detail the risk management processes in place for the refugee quota programme.

13 Selection missions will be planned strategically to ensure maximum use of financial and human resources available. Process enhancements will continue to take place in regard to both offshore interview assessments and screening techniques and onshore screening and assessments, to manage the risk of refugees included in the annual quota having an adverse impact on New Zealand's security or reputation.

14 Since 1987 the quota composition has been set on an annual basis. However it is considered that planning the quota on an annual basis alone does not allow scope for a sufficiently strategic approach to refugee resettlement. It is proposed that this be the final annual quota composition paper and the 2010/2011 paper be a multi-year quota composition paper which will cover 2010/2011 to 2012/2013. Annual plans will then be in the form of departmental business plans. A number of the other large resettlement states (for example Australia, United States and Canada) have already moved to multi-year planning for particular case loads or for all of their refugee programmes. New Zealand's move in this direction would therefore be in line with this move internationally.

15 Multi-year planning for the refugee quota programme will allow government departments and NGOs to take a strategic approach with their planning and service provision for quota refugees and will:

- inform government departments' and NGOs' long term operational planning and service provision, and help them to develop and strengthen resource capacities
- support work in developing new settlement locations that have appropriate service provision and welcoming host communities, particularly employers willing to employ refugees, and with available and suitable housing (e.g. preferably Housing New Zealand Corporation stock).

16 In 2008 the Department of Labour was instructed to provide the Minister of Immigration with 'options for establishing a strategic direction for the New Zealand Residence Programme (NZRP) and the mechanism for

<sup>1</sup> Or a nominated organisation with the requisite credentials, such as UNHCR in the case of emergency referrals, where it is not logistically or economically viable for the Refugee Quota Officer to travel to interview the refugees themselves.



delivering multi-year residence planning', for a report back to Cabinet Economic Development Committee (EDC) by May 2009 [EDC Min (08) 10-4]. Moving the refugee quota to a multi-year plan from 2010/2011 is in line with this instruction.

#### Key Priorities

- 17 As stated in paragraph three the proposed key priorities for the Refugee Quota programme for 2009/2010 are:
- a *Responding to global priority protection pressures, with a focus on protracted situations.* This category relates to high priority cases, in particular those identified by UNHCR as needing priority protection, including those under threat of imminent return to their country of origin where their safety and security cannot be guaranteed. It also includes medical/disabled and women at risk cases. A significant number of refugees proposed for inclusion in the 2009/2010 refugee quota composition are from protracted refugee situations (where refugee situations have been protracted, sometimes to the extent that whole generations have grown up in refugee camps) in line with resettlement countries (such as the US, the UK and Australia) and the UNHCR's renewed commitment to address these situations.
  - b *Facilitating family reunification for refugees already in New Zealand.* This category is an important component of the refugee quota programme in terms of improving the resettlement prospects for refugees settling into New Zealand society.
  - c *Resettling emergency protection cases from countries of asylum.* This includes refugees who need to escape from a crisis situation as a matter of urgency and their resettlement requires immediate attention.
  - d *Focusing on refugee caseloads where our contribution can make the biggest difference at any given time.* With a limited number of resettlement places available globally New Zealand recognises that it is important to use its refugee quota where it is most needed and appropriate.

#### Subcategories

- 18 The Refugee Quota consists of a general protection category of refugees as well as the following subcategories of refugees which are spread across the priority areas:
- a at least 75 women at risk; and
  - b up to 75 medical/disabled cases (including up to 20 places for HIV/AIDS referrals - as introduced on 4 April 2005).
  - c up to 300 places for family reunification (includes declared spouse and dependent children of refugees who arrived in New Zealand under previous quota intakes and UNHCR referred family linked cases)
  - d up to 35 emergency cases.

- 19 The UNHCR is supportive of New Zealand's proposed resettlement priorities for 2009/2010 as well as New Zealand's contribution to the

protection of refugees internationally. In 2008 the UNHCR made particularly strong representations to resettlement countries to focus their resettlement programmes on refugees in protracted situations. Four of the main groups proposed in the 2009/2010 quota composition are from protracted situations.

- 20 For the 2009/2010 quota composition the UNHCR has again requested that New Zealand consider removing non-UNHCR referred family reunion cases from the 750 places in the Refugee Quota and instead accept them in addition to the Refugee Quota. It has also requested New Zealand increase its overall resettlement quota to 1,000 in light of increasing numbers of refugees in need of resettlement globally.
- 21 For example, in 2008, around 70,000 resettlement places were available, less than 50% of global needs for that year. This issue was raised with you in briefing papers in preparation for the UN High Commissioner for Refugees, Antonio Guterres, visit to New Zealand on 26 and 27 February.
- 22 New Zealand's quota has remained static since 1997, while other resettlement states have been increasing their quotas. With asylum seeker numbers significantly declining over the past 10 years it may be argued that New Zealand's overall refugee protection programme has decreased. However, proportional to our population, New Zealand's current annual refugee quota is above average when compared to other countries which have refugee quotas.
- 23 We are therefore not recommending an expansion of the quota at this stage. As mentioned, New Zealand's annual refugee quota is still above average per capita. Moreover, a number of new resettlement states have emerged in recent times consistent with the expectation that the burden should be spread more evenly across the developed world (e.g. the European Commission is developing a resettlement scheme which, initially, could resettle 500 refugees and Japan recently announced a pilot resettlement programme of Myanmarese refugees). New Zealand government and non-government settlement services have an existing capacity to resettle 750 refugees per year and the resettlement programme is resource intensive (see para 32 below). Any review of the current annual quota will require a detailed multi-service assessment of increased capacity needs in New Zealand.

#### Processing Pending Cases

- 24 It is proposed that pending cases from the 2008/2009 quota year be transferred and included in the 2009/2010 refugee quota composition. These are cases that have been previously approved for inclusion under the quota programme, but were unable to come to New Zealand by the end of the 2008/2009 year due to logistical barriers.

#### Proposed Quota Composition

- 25 Taking into account the key priorities listed above, the proposed composition of the Refugee Quota for 2009/2010 is outlined below.

Tables One to Three break down the total number of people in the composition by nationality, country of refuge and category.

**Table One: Quota Composition by Nationality**

Nationality	Number of people
Myanmarese in Bangladesh (40) and Thailand (60 carryover from 2008/2009)	100
Myanmarese in Malaysia	80
Bhutanese in Nepal	120
Iraqis and Palestinians in Syria (75) and Jordan (30)	105
Colombians in Ecuador	120
DRC, Rwandans and Burundians in Uganda	100
Various family reunion (UNHCR and non-UNHCR referred including 60 carryover)	90
Various emergency	35
<b>TOTAL</b>	<b>750</b>

**Table Two: Quota Composition by Country of Refuge**

Country of Refuge	Number of People
Bangladesh	40
Thailand	60
Malaysia	80
Nepal	120
Syria	75
Jordan	30
Ecuador	120
Uganda	100
Various emergency	35
Various family reunion (UNHCR and non-UNHCR referred)	90
<b>TOTAL</b>	<b>750</b>

**Table Three: Quota Composition by categories<sup>2</sup>**

Priority	Number of People
UNHCR Protection cases (including UNHCR referred family reunification cases)	645
Family Reunification cases (non-UNHCR referred) <sup>3</sup>	70
UNHCR Emergency Protection cases	35
<b>TOTAL</b>	<b>750</b>

<sup>26</sup> The proposed refugee quota for 2009/2010 is considered to provide a balanced composition of cases with the highest protection needs, the best prospects of good settlement outcomes (taking into account lessons learnt from the New Zealand refugee quota programme and also those

<sup>2</sup> All subcategories may include medical/disabled and women at risk cases.

<sup>3</sup> Declared spouse and dependent children of previously settled quota refugees.

from other resettlement countries), and the least potential risk to New Zealand. Key considerations of each group are summarised in Annex Two of this paper.

#### Protection and Settlement Balance

- 27 As stated above, the proposed refugee composition for the 2009/2010 year reflects the need to focus on caseloads which have been identified by UNHCR as most pressing, as well as matching caseloads with the capabilities of settlement services and communities already in New Zealand, to achieve a balanced outcome. The 2009/2010 composition is also aimed at strengthening refugee communities which already have a presence in New Zealand and are prepared to provide support in the resettlement process. Many of the groups proposed in the 2009/2010 quota composition are recently established refugee communities (Bhutanese, Rohingya and Colombian) that require ongoing growth to enable them to become sustainable communities. There is also a need to ensure pre-existing refugee communities and host communities are not overwhelmed with too many newcomers in one year.
- 28 The Department of Labour will continue to work closely with government and non-government agencies involved in the resettlement sector to ensure refugees have access to the information and support they need when settling in our communities.
- 29 UNHCR only refers refugees that are priority cases in need of resettlement. While credibility, risk and settlement are vital parts of the New Zealand refugee assessment process, the humanitarian basis of the refugee quota programme remains paramount.
- 30 In 2009/2010 the Department of Labour will continue to develop the provision of pre-arrival settlement information to quota refugees during offshore selection missions to ensure that all refugees approved under the refugee quota programme have realistic expectations about their rights and responsibilities as New Zealand residents before they arrive.

#### Constraints on Programme

- 31 Due to the level of settlement support required and family reunification needs associated with unaccompanied married refugees (i.e. where families have remained in the country of origin or country of refuge), it is proposed that attempts be made to restrict the number of unaccompanied married refugees to five percent of the quota composition (38 refugees annually).
- 32 Refugee families tend to require larger houses due to family size. Housing New Zealand has a limited stock of larger houses in particular, and finds it increasingly difficult to find appropriate houses for refugee intakes. Housing New Zealand currently houses around 2400 refugee families. There is therefore a need to attempt to restrict the number of large families, as it is difficult for agencies such as Housing New Zealand Corporation and Refugee Services Aotearoa New Zealand to find suitable accommodation for such families. Attempts will also be made to limit the number of language groups per intake in order to ensure the most

efficient use of interpreters during the orientation programme at Mangere Refugee Resettlement Centre.

- 33 Constraints on Housing New Zealand Corporations' stock in traditional settlement areas such as Auckland and Christchurch have necessitated a consideration of new refugee settlement locations. With Department of Labour as the lead, work is underway to explore the development of new settlement areas and alternate housing solutions. Demand for Housing New Zealand houses is set to increase as unemployment rises during the current recession.

#### Financial Implications

- 34 The table below sets out the estimated impact for agencies of the 2009/2010 intake over the next three years. These costs are all covered within existing baselines.
- 35 The annual Income Related Rents subsidy to Housing New Zealand resulting from the refugee resettlement programme is now estimated to have reached approximately \$20 million per annum. The IRR cost is an on-going long term cost of this programme as refugees tend to remain state tenants for the very long term. The total long term cost to Housing New Zealand of the 2009/2010 refugee intake is indicatively estimated at between \$20 to \$40 million.

**Table Four: Total estimated impact of 2009/2010 intake over the next three years**

\$ million GST inclusive	2009/2010	2010/11	2011/12	TOTALS
Vote: Immigration	5.728000	0.000	0.000	5.728000
Vote: Social Development	2.071900	1.815900	1.385900	5.279700
Vote: Health	3.462800	2.345200	2.391400	8.199400
Vote: Education	7.345048	5.708043	5.428043	18.481134
Vote: Housing NZ Corp	4.000000	4.000000	4.000000	12.000000
<b>Totals</b>	<b>22.60775</b>	<b>13.86914</b>	<b>13.20534</b>	<b>49.68823</b>

- 36 Note: the second and third year estimates assume the same expenditure as the first year minus Mangere Refugee Resettlement Centre costs. There will also be costs incurred by Vote: Inland Revenue.

#### Consultation

- 37 The Department of Labour has consulted with the Ministry of Foreign Affairs and Trade in preparing this submission. The Department of Labour also sought formal submissions from the UNCHR, government agencies, non-government organisations and refugee communities.

Recommendations

38 It is recommended that you

a **agree** the key priorities for the Refugee Quota for 2009/2010 are:

- i. responding to global priority protection pressures, with a focus on protracted situations;
- ii. facilitating family reunification;
- iii. resettling emergency cases from countries of first asylum, and
- iv. focusing on refugee caseloads where our contribution can make the most significant difference at that point in time.

Agree/Disagree

b **note** that a number of the cases included in the paper are carryover cases previously included under the 2008/2009 quota composition paper and are already approved for inclusion in the refugee quota programme.

Noted

c **note** the total annual quota is 750, plus or minus ten percent;

Noted

d **agree** to the proposed allocation of the Refugee Quota for 2009/2010, as set out in Tables One to Three above;

Agree / Disagree

e **note** timing and order of intakes may be subject to change in accordance with safety and logistics issues in the proposed areas/regions;

Noted

f **note** that consistent with the proposed quota composition, the office of the UNHCR has agreed that the number of married unaccompanied refugees referred to Refugee Quota Branch should be restricted, where possible, to no more than five percent;

Noted

g **note** the estimated impact for Votes: Immigration, Social Development, Health, Housing and Education of the 2009/2010 intake over the next three years are covered by existing baselines;

Noted

h **note** the composition of the Refugee Quota for 2009/2010 has been the subject of formal submissions, and bilateral consultation between the Department of Labour and the UNHCR; and

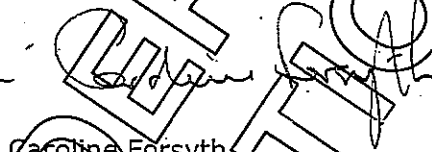
Noted

i **note** that this is the final annual quota composition paper and the 2010/2011 paper will be a multi-year quota composition paper which will cover 2010/2011 to 2012/2013.

Noted



Andrew Annakin  
for Secretary of Labour



Caroline Forsyth  
for Secretary of Foreign Affairs and Trade

Hon Dr Jonathan Coleman  
Minister of Immigration

Hon Murray McCully  
Minister of Foreign Affairs

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### Annex One: Proposed Refugee Quota Composition for 2009/2010

Intake	Nationality	Country of Refuge	Number of people	Category
Jul 2009 (3 Jul to 14 Aug 2009)	Bhutanese	Nepal	60	UNHCR Protection
	Myanmarese	Thailand and Malaysia	40	UNHCR Protection
	Myanmarese (Rohingya)	Bangladesh	20	UNHCR Protection
	Various	Various	5	Emergency
Sep 2009 (28 Aug to 9 Oct 2009)	Iraqi and Palestinians	Jordan and Syria	40	UNHCR Protection
	Colombians	Ecuador	60	UNHCR Protection
	Various	Various	19	UNHCR referred dossier cases and family reunification
	Various	Various	6	Emergency
Nov 2009 (23 Oct to 4 Dec 2009)	Bhutanese	Nepal	60	UNHCR Protection
	DRC, Burundi, and Rwandans	Uganda	50	UNHCR Protection
	Various	Various	9	UNHCR referred dossier cases and family reunification
	Various	Various	6	Emergency
Jan 2010 (15 Jan to 26 Feb 2010)	Colombians	Ecuador	60	UNHCR Protection
	Iraqi and Palestinians	Jordan and Syria	45	UNHCR Protection
	Various	Various	14	UNHCR referred dossier cases and family reunification
	Various	Various	6	Emergency
Mar 2010 (12 Mar to 23 Apr 2010)	DRC, Burundi, and Rwandans	Uganda	50	UNHCR Protection
	Myanmarese	Thailand and Malaysia	60	UNHCR Protection
	Various	Various	9	UNHCR referred dossier cases and family reunification
	Various	Various	6	Emergency
May 2010 (7 May to 18 June 2010)	Iraqi and Palestinians	Jordan and Syria	20	UNHCR Protection
	Myanmarese (Rohingya)	Bangladesh	20	UNHCR Protection
	Myanmarese	Thailand and Malaysia	40	UNHCR Protection
	Various	Various	39	UNHCR referred dossier cases and family reunification
	Various	Various	6	Emergency
<b>TOTAL</b>			<b>750</b>	



**Annex Two:**

**Background Information on Groups Proposed in Refugee Quota**

*Bhutanese – in Nepal*

- 1 At the start of 2007, Nepal was host to some 108,000 Bhutanese refugees. Majority arrived in Nepal in the early 1990s and are living predominantly in seven camps in the Jhapa region of Eastern Nepal. Following the establishment of a "Core Group" of resettlement states committed to identifying durable solutions to the protracted situation of Bhutanese refugees in Nepal, the Government of Nepal agreed to allow UNHCR to refer Bhutanese refugees for resettlement.
- 2 Since mid November 2007 around 6,200 Bhutanese refugees have been resettled to New Zealand, Australia, Canada, Denmark, Netherlands, Norway and the USA. As at 01 November 2008, 57,913 refugees have expressed interest in resettlement and UNHCR has referred over 27,000 persons for consideration to various resettlement countries since October 2007.
- 3 It is proposed that New Zealand continue to assist in the resettlement of the Bhutanese refugee caseload in 2009/2010 through consideration of a mixture of priority resettlement cases (Women at Risk, Survivors of Violence or Torture, etc.) and individuals with family links to refugees already resettled to New Zealand.
- 4 Settlement of Bhutanese refugees in New Zealand to date has been very successful. This caseload includes a high number of English speaking individuals with a demonstrated commitment to education and the best possible future for their families. Continued resettlement of Bhutanese refugees to New Zealand will be of benefit to both the newly arriving Bhutanese refugees and the existing Bhutanese refugee communities in Palmerston North and Christchurch.
- 5 Information gathered on the experiences of the Bhutanese groups in 2007/2008 and 2008/2009 will be used to further enhance settlement of the 2009/2010 group.

*Iraqis and Palestinians – in Jordan and Syria*

- 6 Iraqi nationals represent the overwhelming majority of refugees seeking protection in Syria and Jordan and comprise the largest growing refugee caseload in recent years. It is estimated that the total Iraqi refugee population habitually residing in Syria ranges from 750,000 to 1 million persons. This amounts to approximately 10% of the number of refugees worldwide. Numbers of Iraqi refugees in Jordan are similar to those in Syria. This is putting huge pressure on Syria and Jordan as host countries which are struggling to cope with meeting the needs of their own populations let alone the influx of refugees. The risk of forcible return of refugees to Iraq in these circumstances is high.

- 7 With such a large population in vulnerable circumstances UNHCR has been pressing all resettlement states to include a component of Iraqis in their quotas. The other large resettlement states (the United States, Australia and Canada) have committed to including Iraqi refugees in their quota programmes but as our planning cycle is ahead of theirs actual numbers have not yet been confirmed. UNHCR have signalled to resettlement countries their intention to continue to identify Iraqi refugees with heightened protection concerns, such as individuals who have been targeted in Iraq due to their religious or ethnic background, professionals and other high profile individuals, and persons at heightened risk due to their association with governmental or international organizations working in Iraq.
- 8 In New Zealand there are existing communities of Iraqis from a variety of different ethnic and religious backgrounds, therefore support is readily available for new arrivals.
- 9 Refugee Quota Branch is experienced in considering Iraqis for inclusion under the refugee quota programme. Improvements and enhancements are also continuously being made to screening processes and risk profiles have been established in order to better manage the risks identified in considering this group.
- 10 UNHCR note that of the estimated 34,000 Palestinians previously residing in Iraq (predominantly in and around Baghdad) less than 15,000 remain after repeated targeted attacks and ongoing violence. Due to the deteriorating protection space for Palestinians in Iraq and the reluctance of neighbouring countries to allow their entry, there are increasing emergency resettlement needs for Palestinian refugees residing in refugee camps along the Iraq/Syria border.
- 11 Due to their particular vulnerability, their inability to return to Iraq (first country of asylum), no immediate possibility of return to Palestine and their total lack of local integration prospects in Syria this caseload has been identified by UNHCR as a priority for resettlement in 2009/2010.
- 12 While New Zealand has a small Palestinian community at present; it is anticipated that cultural and religious support for the new arrivals would be available through other culturally similar communities previously settled in New Zealand both as migrants and refugees.

*Myanmarese - in Bangladesh, Thailand and Malaysia*

- 13 40 Burmese refugees in Thailand included in the caseload proposed for 2009/2010 were previously approved in the 2008/09 quota year and are being carried over into the 2009/2010 quota year.
- 14 80 of the remaining refugees from Myanmar proposed for inclusion in the 2009/2010 quota are located in Malaysia and 40 are located in Bangladesh and are from the Rohingya ethnic minority group. Bangladesh has been identified by UNHCR as a country with a protracted refugee situation. 28,000 Rohingya refugees from Myanmar reside in two camps in Bangladesh. Rohingya Myanmar

are an ethnic, linguistic and religious minority from the Northern Rakhine State of Myanmar, that are *de jure* stateless in accordance with the laws of Myanmar.

15 Resettlement is being considered for those refugees who are particularly at risk in the camps of Bangladesh - be it for physical, legal or other protection concerns (including women and children at risk) or for medical conditions, given the extremely limited medical facilities available to refugees in the country of refuge. Resettlement is also being considered for those refugees who have, despite the restrictions placed upon them, made efforts to develop their skills, educate their children and contribute positively to their community.

16 Small numbers of Rohingya refugees from Bangladesh were included in the 2007/08 and 2008/2009 refugee quotas. Despite some initial challenges around availability of interpreters for this ethnic group, settlement of the Rohingya community in Auckland has progressed well. Continued inclusion of this caseload in the 2009/2010 refugee quota is considered desirable to ensure development of a sustainable community for this minority ethnic group. New Zealand's ongoing commitment to resettle Rohingya refugees is part of a global response in which a number of other key resettlement countries (including Australia, Canada, Ireland and Finland) are also involved.

#### Colombians in Ecuador

17 Since 2000 UNHCR have noted a dramatic increase in the number of persons seeking asylum in Ecuador, as the conflict in Colombia has deteriorated and violence and human rights violations have increased.

18 The safety of Colombian refugees in Ecuador is endangered by irregular armed forces, whose presence in the country has increased in recent times. Those identified as particularly at risk by UNHCR are survivors of sexual and gender-based violence and refugee women with no other support networks and who are particularly vulnerable to abuse, exploitation and persecution by armed groups.

19 New Zealand has included small caseloads of Colombian refugees from Ecuador in the 2007/2008 and 2008/2009 refugee quotas. Both government and community groups working to support settlement of this new community have reported positive feedback to date.

20 Consideration of 120 Colombian refugees from Ecuador in 2009/2010 will allow New Zealand to be part of a global effort to continue to assist UNHCR to find durable solutions for the most vulnerable of this

caseload, as well as continue to grow the Colombian community in New Zealand.

*Congolese, Burundian and Rwandans – in Uganda*

- 21 As of the end of 2007 Uganda hosted just under 230,000 refugees from a variety of African nationalities. Many of these refugees are from protracted refugee situations, meaning their prospects for voluntary repatriation or local integration in Uganda are extremely limited.
- 22 In 2008/2009 100 refugees in Uganda were referred for resettlement in New Zealand. Inclusion of this caseload was successful from the perspective of Refugee Quota Branch as it facilitated the growth of a number of relatively small African communities already settled in New Zealand.
- 23 As Refugee Quota Branch is experienced in considering refugees from the African nationalities noted above, risk profiles have been established in order to manage the risks identified in considering this group.
- 24 As such, it is proposed that New Zealand consider a further 100 refugees from Uganda in 2009/2010, comprising a mixture of cases from Democratic Republic of Congo, Burundi and Rwanda.

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## Annex Three:

### Risk Management Processes for the Refugee Quota Programme

#### Purpose

1. This annex sets out an overview of systems and measures undertaken to check individuals and manage risk when processing all applications under the Refugee Quota Programme.
2. The purpose of this annex is to provide Ministers with assurances in regard to risk assessments and security processes for refugees processed under the Refugee Quota Programme.

#### Executive Summary

3. All cases which are accepted under the Refugee Quota Programme undergo a thorough screening and assessment process. Only those cases that pass all stages of the process are accepted under the programme.
4. The Refugee Quota Branch draws on the resources of other agencies to ensure the strength of the Refugee Quota screening processes.
5. The majority of refugees processed under the Refugee Quota Programme lack national identification papers due to their current living circumstances; hence a robust system to manage identity fraud risk is required.
6. Refugees referred to Refugee Quota Branch undergo an interview process with UNHCR prior to being referred for resettlement in New Zealand and an interview with New Zealand Quota Immigration Officers (or International Organisation for Migration - IOM or UNHCR in the case of emergency or dossier referrals).

UNHCR have a robust and well established system to combat fraud and credibility issues within the refugee population. While there have been issues of corruption within UNHCR in the past these issues are being dealt with extensively including through the UNHCR Anti-Fraud Plan of Action.

8. Refugee Quota Branch has identified persons processed under the Refugee Quota Programme may pose a range of risks which can be summarised in three main categories.
  - a. Security and reputational risk
  - b. Credibility
  - c. Resettlement

Types of risks

9. Security risk and risk to New Zealand's reputation - where the refugee referred for resettlement to New Zealand may be recognised as a refugee, but is undeserving or excluded from that protection status due to his/her past acts or membership of a particular group; or where the person poses a risk to the New Zealand's interests; or where his/her acceptance may have an adverse impact on the New Zealand government's reputation nationally or internationally.
10. Credibility Risks - where the refugee referred for resettlement to New Zealand fails to provide a credible account and evidence, or provides fraudulent and misleading information to UNHCR when s/he claims refugee status.
11. Risk of resettlement difficulties - where the refugee referred for resettlement to New Zealand presents insurmountable challenges to New Zealand resettlement agencies.

Systems and measures used to manage the above risks

Security and Reputational Risk

12.

13.

14. The Risk Analyst assessment is carried out both in the pre-selection mission and post selection mission phases. Decisions on whether to proceed with a case or not through the "Risk Analyst stage" are made jointly between the Risk Analyst and the Refugee Quota Branch case officer.

15.

S6(a)

S6(a)

16. In addition to the general Immigration Application for Consideration under the Refugee Quota Programme in the interview process Quota Immigration Officers use a number of forms and other documents especially designed to gather information from refugees. These documents have been developed so the risk from identity fraud or other types of fraud is minimised or eliminated.
17. Refugee Quota Branch has a close relationship with UNHCR and constantly encourages any developments and initiatives in UNHCR to enhance their procedures, especially in regard to identity verification.
18. Every case must pass through quality assurance processes prior to finalisation of the application.

#### Credibility

19. Refugee Quota Immigration Officers ensure that during the interview any credibility issues are appropriately addressed and challenged. In this process Refugee Quota Immigration Officers are guided by Branch Best Practice Guidelines and the UNHCR Guidelines of Refugee Resettlement.

#### Resettlement

20. Refugee Quota Branch takes a number of steps in several phases of the process to ensure that refugees selected for resettlement in New Zealand will not pose unmanageable resettlement challenges:
- At the time of preparation of Quota Composition Paper submissions are sought and received from government and non-government sectors, community groups, refugee groups and migrant groups indicating their opinion on groups, ethnicities or nationalities which would be recommended for resettlement in a particular year.
  - As successful refugee settlement is dependent on suitable services being available to support the refugee in the settlement process, cases are assessed in regard to their potential settlement needs in order to ensure those needs will be met once in New Zealand. This includes a preliminary assessment of their medical and mental health needs.
  - The number of single persons is limited to no more than five percent so the need for chain migration at latter stages is manageable and housing stock is utilised in the most efficient manner.
  - Refugee Quota Branch participates in global and regional refugee resettlement fora. Experiences and lessons learnt by other resettlement countries attending these fora are shared.

- When an actual intake list is composed Refugee Quota Branch takes into consideration settlement timing suggestions from other agencies in the refugee process such as Refugee Services Aotearoa New Zealand, Housing New Zealand Corporation, and AUT - School of Refugee Education.
- Family size is limited to the housing stock available with the Housing New Zealand Corporation.
- The number of medical cases is controlled per intake and limited to 75 refugees per year (including their families).
- Refugees are informed at the time of interview about services available and challenges they may face in New Zealand in order to manage resettlement expectations.

#### Fraud

21. In the past Refugee Quota Branch has come across refugees who have gained access to New Zealand under the Refugee Quota Programme through the use of false or fraudulent information.
22. The number of such refugees is very small compared to the total number of refugees accepted and most of these cases are historical and were resettled in New Zealand several years ago when the assessment system was not as robust as it is today.
23. In recent years the number of these cases has dropped dramatically owing to the introduction of new systems and measures within Refugee Quota Branch.
24. Refugee Quota Branch will decline a case based on fraudulent information at any stage of the process prior to decision. Refugees have no right of appeal to a quota decision made when they are still offshore. Refugee status and permanent residence status can be cancelled later if fraud is identified after the refugee arrives in New Zealand.
25. Refugee Quota Branch has referral systems in place to enable assessment of potentially fraudulent cases to the Refugee Division refugee status cancellation team and the Immigration Fraud Branch.

#### Summary

26. While improvements are constant and ongoing, Refugee Quota Branch is well equipped with experience, expertise, systems and networks to ensure that risks associated with the refugee resettlement programme are managed and minimised.



## Cabinet Paper for ERD – Briefing for Ministers/CEO

**Title of Cabinet paper** THE REFUGEE QUOTA 2010/11 TO 2012/13: MANAGING PRESSURES IN THE ASIA-PACIFIC REGION

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**Lead division(s)/ group(s)/ agency** The MFAT division(s), NZAID group(s) and officer(s), or government agency(ies) responsible for drafting or coordinating comment on this paper are:

- Lead government agency: Department of Labour
- Lead division MFAT: UNHC

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**Key issues** The paper's key issue(s) are:

- Whether to plan refugee intakes on rolling three year intervals rather than on the current annual basis.
- Whether to shift the focus of the refugee quota from its current broad geographical spread (encompassing Middle East, Africa, Asia, the Pacific and the Americas) to Asia and the Pacific, either partially or completely.
- Whether to expand the "Emergency Situations" sub-category to allow for a mass arrival on our own shores, to be absorbed into the existing quota.

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**Consultation** The key departments and/or groups consulted in preparing this paper are:

Department of Labour consulted with the Ministries of Education, Health, Social Development and Justice, the Treasury, the Department of Internal Affairs, Housing New Zealand Corporation and MFAT. The Department of Prime Minister and Cabinet was informed.

UNHC consulted with AUS.

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**Views**

Issues of difference or problems raised by other government agencies or departments with the paper were:

- Housing Corporation has concerns about the burden on housing stock posed by intakes of single males and large family groups.

Issues or points of differences that were resolved before paper was submitted are:

- The paper recommends that the Department of Labour limit the number of single males and large family groups accepted under the quota.

MFAT's views are

- No particular interest in this issue.

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**Risks**

Actual or potential risks identified in relation to the policy proposal are:

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s6(b)

s9(2)(f)  
s6(a)

s6(a)

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UN, Human Rights & Commonwealth Division  
30 April 2010

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**CABINET PAPER**

MINISTER	PORTFOLIO	DEADLINE
Hon Dr Jonathan Coleman	Minister of Immigration	10am, Thursday
Hon Murray McCully	Minister of Foreign Affairs	29 April 2010
Action sought	For your signature	
Title	<b>THE REFUGEE QUOTA 2010/11 TO 2012/13: MANAGING PRESSURES IN THE ASIA-PACIFIC REGION</b>	
Date	26 April 2010	
Security	Restricted	
Contact information		---
Authorising manager	Stephen Dunstan Group Manager, Refugee and Migrant Settlement	
Tracker number	10/93383	

59(2)

**Minister's comments**

Minister's feedback	Very Poor	Poor	Neutral	Good	Very Good
Quality of advice	1	2	3	4	5
Writing style	1	2	3	4	5
Quality of analysis	1	2	3	4	5
Completeness of information	1	2	3	4	5

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Office of the Minister of Immigration  
Office of the Minister of Foreign Affairs

CABINET EXTERNAL RELATIONS AND DEFENCE COMMITTEE

**THE REFUGEE QUOTA 2010/11 TO 2012/13: MANAGING PRESSURES IN THE ASIA-PACIFIC REGION**

- 1 This paper seeks Cabinet's agreement to:
- the composition of a rolling three-year Refugee Quota which includes an increased focus on the Asia-Pacific region and an expanded *Emergency Situations Sub-Category*

sb(a)

**Executive summary**

- 2 Refugee pressures in the Asia-Pacific region are increasing. Proposals in this paper will ensure New Zealand is better positioned to respond. It is proposed that:

- refugee intakes are planned in rolling three year intervals rather than on an annual basis, to enable a more strategic approach to planning and service delivery
- the composition of the Refugee Quota be re-focused to the Asia-Pacific region to underpin New Zealand's regional commitments, and

sb(a)  
s9(2)(g)

- 3 Cabinet is invited to consider whether the composition of the quota should be partially or completely refocused on refugees from the Asia-Pacific region. Cost pressures arising from refugee travel, broad security concerns and general pressures facing the region support a refocus. This would, however, be a significant policy shift. It would take away some refugees' ability to access family reunion opportunities.

sb(a)

UNHCR is crucial to the implementation of the Refugee Quota.

- 4 Emergency situations could include

New Zealand experiencing its own mass boat arrival. If the *Emergency Situations Sub-Category* is not required, these places would be filled by UNHCR referrals in line with Cabinet's decision about the appropriate composition of the quota. The overall annual quota of 750 refugees (plus or minus ten percent) would remain.

sb(a)

5

**Background: the Refugee Quota**

6 New Zealand has operated a Refugee Quota since 1987, when Cabinet endorsed an annual intake of refugees and authorised the Minister of Immigration, in consultation with the Minister of Foreign Affairs, to approve specific nationalities [SE (87) M 8/5]. New Zealand now accepts 750 refugees per year under the quota in six intakes of approximately 125 people each. The total annual quota can vary by plus or minus ten percent.

7 The Refugee Quota is made up of a General Protection Category as well as the following sub-categories:

- Women at Risk - 75 places
- Medical/Disabled - 75 places<sup>1</sup>
- Family Reunion - 300 places<sup>2</sup>
- Emergency - 35 cases

8 The *Women-at-Risk Sub-Category* is for women without the support of their traditional family protectors or community who are at risk in their country of refuge. The *Medical/Disabled Sub-Category* is for refugees with medical, physical or social disabilities which place them outside the normal criteria for acceptance by resettlement countries. Refugees are only accepted if New Zealand has the resources to assist them. The international community highly praises New Zealand's commitment to this sub-category. Under the *Emergency Sub-Category*, UNHCR can refer refugees who need urgent resettlement because of, for example, immediate risks to their physical safety<sup>3</sup>.

9 The origins of refugees accepted are based on UNHCR's global resettlement priorities. UNHCR presents its priorities in June each year at the *Annual Tripartite Consultations on Refugee Resettlement* in Geneva and then proposes specific caseloads for New Zealand. From this process, the Ministers of Immigration and

<sup>1</sup> Including up to 20 places for HIV/AIDS referrals.

<sup>2</sup> Including declared spouse and dependent children of previous refugees and UNHCR-referred family-linked cases.

<sup>3</sup> In practice UNHCR submits around two or three emergency cases per year. These are drawn from countries worldwide and are not limited to areas where global or regional priorities have been allocated.

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Foreign Affairs agree on a broad plan. In principle, UNHCR recommends that receiving countries take refugees from across the world.

### Background: increasing refugee pressures on New Zealand

10 Pressure is likely to increase on New Zealand to provide assistance in emergency refugee situations. Australia is experiencing an influx of boats carrying asylum seekers. These boats are primarily operated by people smugglers out of Indonesia. Most are intercepted before they enter Australia's immigration zone and are transported to Christmas Island for refugee processing. The UNHCR is not involved in this process. Australia has recently announced that it is temporarily suspending processing of new claims from Sri Lankan and Afghan nationals.

12

13 New Zealand could experience a mass arrival by boat. Our intelligence, border security and law enforcement agencies generally accept that a mass arrival by boat is increasingly likely because:

- ongoing humanitarian situations in South and South East Asia mean people are likely to continue to travel and seek asylum
- the war in Sri Lanka has led to significant increases in displaced persons which fostered strong growth in organised people smuggling ventures. These ventures have begun to access large sea going vessels
- in 2009, a total of 61 potential illegal boat arrivals were intercepted en route to Australia. The smallest venture carried just two potential illegal immigrants and the largest carried 193. In 2010, 33 boats have already arrived or been intercepted, with 16 in March alone
- in March 2009, the Sri Lankan *Duma* vessel was intercepted in the Torres Strait en-route to New Zealand.

• in October 2009, the *Ocean Lady* cargo vessel carried Sri Lankan asylum seekers to the west coast of Canada. This was a large, seaworthy steel hulled vessel.

14 Australia acts as a buffer because it is the closest attractive destination from South East Asia.

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For our part, New Zealand contributes to the regional Bali Process initiated by Australia to curb people smuggling<sup>4</sup>.

15

The Department of Prime Minister and Cabinet developed the *Mass Arrival of Illegal Immigrants - Response Strategy Plan* in 2005. The plan sets out agency roles and responsibilities to ensure a coordinated approach. There is, however, no policy about how New Zealand would provide refugee services, should a boatload of asylum seekers arrive resulting in significant numbers being granted refugee status.

#### Proposal: A revised Refugee Quota

16 Cabinet's agreement is sought to the following changes to the Refugee Quota:

- establishing a rolling three-year Refugee Quota plan, commencing in the 2010/11 programme year
- re-focusing the composition of the quota to refugee intakes from the Asia-Pacific region, and
- 

#### *Establishing a rolling three-year Refugee Quota*

17 Since 1987, the composition of the Refugee Quota has been set on an annual basis. Multi-year planning would enable a more strategic approach to selection missions, arrivals, and service delivery forecasting and planning. UNHCR supports long-term planning because it helps coordinate resettlement options for both recent and protracted refugee situations.

18 A key advantage is that projected planning remains flexible. A three-year plan would not bind New Zealand to accept certain caseloads. The overall quota of 750 refugees (plus or minus ten percent) would remain, with the three-year plan serving as a strategic forecasting tool for government.

19 The Department would continue to strategically plan selection missions to fill the refugee places. Refugee Quota Immigration Officers will continue to interview all refugees<sup>5</sup> and undertake comprehensive selection screening and assessment to ensure that:

- resettlement of a particular case is in line with New Zealand's priorities
- New Zealand is the right settlement option for that person, and
- the person is not a security risk or of character concern to New Zealand.

20 Arrivals will be staggered throughout the year with entrants accommodated at the Mangere Refugee Resettlement Centre for six weeks to undergo orientation.

<sup>4</sup> The Bali Process was established in February 2002. It provides a regional forum to address illegal migration, people smuggling and trafficking in persons in the Asia-Pacific region. Forty-three member countries, including New Zealand and Australia (and a number of observer countries and international organisations) are involved.

<sup>5</sup> In the case of emergency referrals, it is sometimes not logistically or economically viable for the Refugee Quota Officer to travel to interview the refugees themselves. In this case, the UNHCR interviews the refugees on New Zealand's behalf.



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***Re-focusing the composition of the quota to the Asia-Pacific***

- 21 It is proposed that the composition of the Refugee Quota have greater focus on refugees in the Asia-Pacific region. Until recently, refugees from the Asia-Pacific region, the Middle East and Africa have each formed around one-third of refugee places, with some places allocated to the Americas as of last year. An increased emphasis on refugees from the Asia-Pacific region, is appropriate because:
- a the Asia-Pacific region continues to experience refugee situations, including protracted situations such as the Burmese refugees in Malaysia and the Bhutanese refugees in Nepal, and
  - b it supports the anti-people smuggling work of the Ball Process.
- 22 A re-focusing of the quota would increase our contribution to alleviating these regional pressures. This may be seen as appropriate given New Zealand's relatively limited exposure to the region's refugee problem because of our geographical location and the fact that Australia acts as a buffer from illegal boat arrivals. A re-focusing to refugees from the Asia-Pacific region would also assist in managing cost pressures associated with transporting refugees selected for resettlement.
- 23 Cabinet is invited to choose between two options for re-focusing the Refugee Quota. Advantages and disadvantages of each option are discussed below:
- option one: a partial re-focus of 50 percent to the Asia-Pacific region
  - option two: a complete re-focus of 100 percent to the Asia-Pacific region.

*Option one: a partial re-focus of 50 percent to the Asia-Pacific region*

- 24 Under this option, a three-year Refugee Quota would allocate 50 per cent of UNHCR-referred places to the Asia-Pacific region, 15 per cent to the Middle East, 17 per cent to Africa and the remaining 18 per cent to the Americas.
- 25 A full overview is provided in Appendix One. The *General Protection* component would be made up of Afghans, Bhutanese, Burmese (Myanmar), Columbians, Iraqis, and Sri Lankans. African and Middle Eastern refugees would be selected under the *Family Reunification Sub-Category*. Background information on the proposed groups to be resettled who may not have family links in New Zealand, and reasons for including them, are at Appendix Two.
- 26 This option is a less significant policy change. It involves a partial re-focusing towards the Asia-Pacific region. Key advantages include maintaining an avenue for existing refugee communities from non-Asia-Pacific regions to access family reunification opportunities. Some of the proposed *Family Reunification Sub-Category* cases involve immediate family members<sup>6</sup>. Lack of family support and concern about family members overseas is consistently identified as a barrier to successful refugee resettlement.
- 27 A partial re-focus would be more in line with UNHCR's mandate and cause less concern with countries with refugee challenges outside of the Asia-Pacific region

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<sup>6</sup> The Family Reunification Sub-Category typically includes 'family reunion' cases involving immediate family members and 'family-linked' cases involving UNHCR priority protection cases with relatives in New Zealand (such as a cousin or a sibling).

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than the complete re-focusing in option two below. Option one also carries less risk of damaging New Zealand's international reputation regarding our contribution to international burden sharing.

*Option two: a complete re-focus of 100 percent to the Asia-Pacific region*

- 28 This option would see the entire Refugee Quota (including the *Family Reunification Sub-Category*) reserved for refugee cases from the Asia-Pacific region. If Cabinet agrees to option two, the Ministers of Foreign Affairs and Immigration would agree on the detailed composition of a revised quota drawing from this region alone.
- 29 A complete re-focus to the Asia-Pacific region would increase New Zealand's contribution to easing regional pressures. It could also alleviate some broad security concerns.
- 30 Key disadvantages include the increased risk to New Zealand's international reputation and relationships with Africa, the Middle East and UNHCR. This option could be viewed as New Zealand retracting its global commitment to refugees, and not helping to address the most pressing refugee crises in Africa and the Middle East. The UNHCR has already signalled that it would not welcome any shift of focus that failed to give due weight to the key protection areas in Africa and the Middle East.
- 31 This option is also likely to result in a negative reaction from both onshore refugee communities and advocacy groups. A complete re-focusing towards the Asia-Pacific region would effectively remove some refugees' (eg African and Middle Eastern communities) ability to be reunited with immediate and other family members. Settlement outcomes may be affected as a result. While these individuals could still access standard immigration policy for family reunification purposes, the cost and administrative requirements make standard avenues extremely difficult.

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s9(2)(j)

**Managing constraints and resource pressures**

- 43 The process of forced migration means that refugees almost always have high needs in terms of resettlement support. They may, for example, become long-term tenants of state housing and benefit recipients. The supply of state housing is increasingly constrained in many areas where refugees are best settled, creating difficulties for the Housing New Zealand Corporation.
- 44 To manage resource pressures, attempts will be made to limit the number of unaccompanied but married, refugees to five percent of the total Refugee Quota. New Zealand also prefers to accept limited numbers of single refugees. These refugees place higher demands on settlement services. Housing New Zealand Corporation in particular finds it difficult to provide small dwellings. Unaccompanied but married refugees also create higher demands for family reunification, placing resource pressures on settlement services and the Refugee Quota.
- 45 The Department will also seek to limit the number of large family groups accepted under the Refugee Quota. Housing New Zealand Corporation has a very limited stock of larger houses available for new tenants and it is therefore increasingly difficult to find appropriate accommodation. Work is underway to consider new settlement areas and alternate housing solutions within New Zealand. Demands on Housing New Zealand Corporation are, however, likely to increase during the current economic climate.
- 46 Successful settlement outcomes must be balanced against our commitment to international burden sharing in line with UNHCR priorities. In light of our relatively small annual quota, it is also important to avoid the impression that New Zealand is "cherry-picking" refugees rather than selecting those in greatest need.

**Likely Reaction From UNHCR**

47 UNHCR has not yet been formally consulted on the composition of the Refugee Quota for 2010/11 to 2012/13.

These proposals go against UNHCR's global objective to only offer resettlement to refugees in the greatest need, the majority of which are currently in Africa and the Middle East.

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s6(b)(ii)

<sup>7</sup> Around eight percent of Housing Corporation dwellings are tenanted by refugees and this percentage is expected to rise to the low to mid teens by 2020.

UNHCR currently has only 75,000  
resettlement places for around 750,000 refugees requiring resettlement globally  
and therefore any decrease in resettlement places is viewed negatively.

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56(a)

**Consultation**

- 52 In developing a revised Refugee Quota, the Department invited submissions from a range of organisations and refugee communities. A total of 29 submissions were received, including from refugee communities, government departments, and non-government organisations.
- 53 A range of views were expressed, including emphasising the importance of retaining opportunities for family reunification and seeking caseloads that would strengthen existing communities and contribute to good settlement outcomes. Refugee communities highlighted ongoing refugee pressures in their countries of origin and Amnesty International encouraged the resettlement of vulnerable refugees.
- 54 The Ministries of Education, Health, Social Development and Justice, the Treasury, the Department of Internal Affairs and Housing, New Zealand Corporation were consulted in the preparation of this paper. The Department of Prime Minister and Cabinet was informed.

**Financial implications**

- 55 There are no financial implications from the recommendations in this paper.

**Human rights**

- 56 The Ministry of Justice has considered the proposals in this paper. An increased focus on the Asia-Pacific region could be seen to discriminate indirectly on the basis of ethnic or national origin. The Ministry advises that the proposal could be justified under section 5 of the Bill of Rights Act on the basis that the proposal reflects the refugee situation in that area as well as New Zealand's geographical location. The Ministry further advises that this justification is more difficult to maintain in respect of the proposal for 100 percent of the Refugee Quota to be filled from the Asia-Pacific region because of the potential disadvantage created for refugees from other regions.

- 57 Other possible areas of discrimination include limiting the numbers of unaccompanied married and single individuals and large families. Given there appear to be practical limitations on settlement services, these proposals appear to be justifiable under Section 5 of the Bill of Rights Act.

**Legislative implications**

- 58 The proposal carries no legislative implications.

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### Publicity

59 The Ministers of Immigration and Foreign Affairs would agree on an approach to managing any communications required as a result of Cabinet's consideration of this paper. If Cabinet agrees that the Refugee Quota should be partially refocused to the Asia-Pacific region, the composition of the Refugee Quota (included in Appendix One) will be released to key Non-Governmental Groups involved in refugee resettlement. It is standard practice for the composition of the quota to be released annually at the National Refugee Resettlement Forum. If Cabinet agrees that the Refugee Quota should be completely refocused to the Asia-Pacific region (option two above), a more comprehensive communications strategy will be required.

### Recommendations

60 The Ministers of Immigration and Foreign Affairs recommend that the Cabinet External Relations and Defence Committee:

- 1 **note** that Cabinet agreed to the establishment of an annual refugee quota in 1987 and that places under the Quota should be determined by the Minister of Immigration, in consultation with the Minister of Foreign Affairs [SE (87) M 8/5];
- 2 **note** that the Refugee Quota of 750 places includes a *General Protection* component and four sub-categories;
- 3 **agree** to the introduction of a rolling three-year Refugee Quota, with the composition agreed annually by the Ministers of Foreign Affairs and Immigration, unless significant changes are proposed that warrant a Cabinet decision;
- 4 **agree** that the composition of the Refugee Quota be refocused to the Asia-Pacific region; and

#### EITHER

- 5 **agree** that the Refugee Quota be partially re-focused so that 50 percent of places are allocated to refugees from the Asia-Pacific region and 50 percent of places are allocated to refugees from the rest of the world as outlined at Appendix One; and
  - 5.1 **note** that a partially re-focused Refugee Quota would include opportunities for family reunification for onshore African and Middle Eastern refugee communities

#### OR

- 6 **agree** that the Refugee Quota be completely re-focused so that 100 percent of places are allocated to refugees from the Asia-Pacific region; and
  - 6.1 **note** that a completely re-focused Refugee Quota would not include opportunities for family reunification for onshore African and Middle Eastern refugee communities; and
  - 6.2 **note** that if Cabinet agrees to recommendation 6 above, the Ministers of Immigration and Foreign Affairs would agree on a revised composition of the Refugee Quota for 2010/11 to 2012/13;

S6(a)  
S9(2)(g)

7 **note** that the Refugee Quota would continue to include the following sub-  
categories: Women-At-Risk and Medical/Disabled, 75 places each and Family  
Reunification, 300 places

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11

12 **note** that, in order to manage resource pressures, attempts will be made to:

12.1 limit the number of unaccompanied, but married, refugees to five percent of  
the total Refugee Quota;

12.2 limit the number of single individuals and large family groups accepted under  
the Refugee Quota;

13 **note** that UNHCR could react negatively to an increased focus on the Asia-Pacific  
region and the expansion of New Zealand's *Emergency Situations Sub-Category*,  
and that this could lead to public criticism that impacted on New Zealand's  
international reputation;

14

15 **note** that the composition of the Refugee Quota will be released to non-  
governmental organisations involved in the resettlement of refugees at the National  
Refugee Resettlement Forum; and

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Hon Dr Jonathan Coleman  
Minister of Immigration

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

Hon Murray McCully  
Minister of Foreign Affairs

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

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## Appendix One: Proposed Refugee Quota Composition

Table One: Proposed High-Level Quota Plan Over Three Years

Region/ country	Nationalities	Totals	2010/ 2011	2011/ 2012	2012/ 2013
<b>ASIA</b>					
Bangladesh (dossier)	Burmese	45	15	10	20
Nepal	Bhutanese	370	140	115	115
Indonesia	Sri Lankan, Iraqi, Afghani	190	60	65	65
Malaysia	Burmese	235	75	80	80
Thailand	Burmese	90	90	0	0
<b>Sub total</b>		<b>930</b>	<b>380</b>	<b>270</b>	<b>280</b>
<b>MIDDLE EAST *</b>					
Jordan	Iraq, Palestinian	160	30	55	75
Turkey	Iraqi, Iranian	80	25	25	30
<b>Sub total</b>		<b>240</b>	<b>55</b>	<b>80</b>	<b>105</b>
<b>AFRICA</b>					
Southern Africa	DRC, Ethiopian, Eritrean, Zimbabwean	90	15	35	0
Sudan	Eritrean	80	0	40	40
Uganda	DRC, Somali	75	15	30	30
Somalia	Ethiopian	100	0	50	50
<b>Sub total</b>		<b>305</b>	<b>30</b>	<b>155</b>	<b>120</b>
<b>AMERICAS</b>					
Ecuador	Colombian	325	135	95	95
Unallocated **	Various	450	150	150	150
<b>TOTAL</b>		<b>2250</b>	<b>750</b>	<b>750</b>	<b>750</b>

\* Only family reunion / family-linked cases from the Middle East and Africa would be considered

\*\*

The composition of the 2009/10 Refugee Quota is provided for comparison purposes.

Table Two: 2009/10 Refugee Quota Composition

Nationality	Total
Myanmarese in Bangladesh (40) and Thailand (60 - carryover from 2008/2009)	100
Myanmarese in Malaysia	80
Bhutanese in Nepal	120
Iraqis and Palestinians in Syria (75) and Jordan (30)	105
Colombians in Ecuador	120
DRC, Rwandans and Burundians in Uganda	100
Various family reunion (UNHCR and non-UNHCR referred - including 60 carryover)	90
Various emergency	35
<b>TOTAL</b>	<b>750</b>

S b(a)  
S 9(2)(c)

Table Three: 2010/11 Proposed Composition by Selection Mission / Mode

Selection Mission	Nationalities	Number for 2010/11 *
Indonesia June 2010	Sri Lankan, Iraqi, Afghan	60
Malaysia June 2010	Burmese	75
		135
Ecuador July 2010	Colombian	135
Uganda July 2010	DRC, Somali (family reunion / family linked)	15
		150
Thailand October 2010	Burmese	90
Nepal October 2010	Bhutanese	140
		230
Jordan/Turkey* December 2010	Iraqi, Palestinian, Iranian (family reunion / family linked)	55
		55
No selection mission**	DRC, Ethiopian, Eritrean, Zimbabwean (family reunion / family linked)	15
No selection mission	Burmese	15
		30
	Sub total	600
Unknown	Unallocated	150
<b>TOTAL</b>		<b>750</b>

\* The Jordan/Turkey selection mission will cover cases for 2010/2011 and 2011/2012

\*\* In cases where it is too dangerous or expensive for Refugee Quota Immigration Officers to travel on a selection mission, the UNHCR sends cases directly to the Department of Labour for processing.

56(a)  
59(2)(i)

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## **Appendix Two: Characteristics of non-family linked *General Protection* cases**

### **Bhutanese refugees living in Nepal**

- This is a protracted refugee situation. At the start of 2007, Nepal was host to some 108,000 Bhutanese refugees. UNHCR has appealed to New Zealand to help resolve this situation and continues to refer these refugees for resettlement.
- New Zealand has resettled 298 Bhutanese. Bhutanese settle well in New Zealand. They are generally highly educated and most speak fluent English.

### **Colombian refugees living in Ecuador**

- This is a relatively new and small community. Colombian refugees have settled well in New Zealand. To date, New Zealand has resettled 82 Colombian refugees.
- Since 2000, the number of persons seeking asylum in Ecuador has increased due to conflict in Colombia and human rights violations. The safety of Colombian refugees in Ecuador is endangered by irregular armed forces.
- UNHCR referrals may comprise survivors of sexual and gender-based violence and particularly vulnerable refugee women with no other support networks.

### **Burmese refugees in Malaysia, Thailand and Bangladesh**

- This group will consist of various ethnicities, including Rohingya, from Myanmar but who are considered stateless by the Myanmar Government.
- Resettlement will be considered for those refugees who are at risk in refugee camps and have developed skills, educated their children and contributed to their community. Burmese refugees generally settle well in New Zealand.
- Including Burmese refugees helps grow their communities in New Zealand.

### **Sri Lankan Tamils, Afghans and Iraqis in Indonesia**

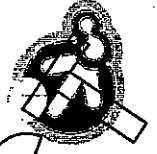
- The UNHCR has identified refugees of different nationalities currently in Indonesia.
- Resettling these refugees shows that legitimate UNHCR resettlement programmes are working and thus supports the anti-people smuggling work of the Bali Process.
- The resettlement of Afghans maintains continuity in resettlement in previous Refugee Quotas.

# BRIEFING

MINISTER	PORTFOLIO	DEADLINE
Hon Dr Jonathan Coleman Hon Murray McCully	Minister of Immigration Minister of Foreign Affairs	10 June 2011
Action sought	For your signature	
Title	<b>PROPOSED REFUGEE QUOTA COMPOSITION 2011/12</b>	
Date	27 May 2011	
Security	IN CONFIDENCE	
Copied to	Hon Kate Wilkinson, Assoc Minister of Immigration	
For referral to	N/A	
Agencies consulted	Ministry of Foreign Affairs and Trade Ministry of Health Ministry of Education Ministry of Housing Office of the United Nations High Commissioner for Refugees	
Contact information	Andrew Lockhart National Manager, Refugee and Protection Unit  Senior Advisor, Refugee and Protection Unit	SA(2)(a)
Authorising manager	Stephen Dunstan General Manager, Settlement, Protection and Attraction	
Tracker number	11/102708	

## Minister's comments

Minister's feedback	Very Poor	Poor	Neutral	Good	Very Good
Quality of advice	1	2	3	4	5
Writing style	1	2	3	4	5
Quality of analysis	1	2	3	4	5
Completeness of information	1	2	3	4	5



11/102708

27 May 2011

Minister of Immigration  
Minister of Foreign Affairs  
Cc Associate Minister of Immigration

## PROPOSED REFUGEE QUOTA COMPOSITION 2011/12

### Purpose

- 1 This paper seeks your agreement to the composition of the 2011/12 refugee quota for resettlement in New Zealand [SE (87) M 8/5 and 10/93383 refers].

### Executive Summary

- 2 The composition of the 2011/12 refugee quota has been subject to consultation with government agencies and non government agencies engaged in providing refugee resettlement services and formal submissions and consultation with the Office of the United Nations High Commissioner for Refugees (UNHCR).
- 3 The proposed refugee composition for 2011/12 reflects the Government's priorities as agreed in 2010, with a focus on the Asia-Pacific region and family-linked cases. It is designed to meet Government priorities focusing on categories agreed by Cabinet, the capacities of the refugee resettlement service providers (including housing) and caseloads which have been identified by UNHCR as most in need of international protection.
- 4 It is expected that the 2011/12 refugee quota will not meet the annual target of 750 (plus or minus ten percent), given the ongoing impact of the February 2011 earthquake in Christchurch on resettlement service providers and the needs of those New Zealanders affected and displaced by the earthquake.

### Background: The Refugee Quota

- 5 New Zealand has operated a refugee quota since 1987 ([SE (87) M 8/5] refers). New Zealand accepts 750 refugees per year under the quota in six intakes of approximately 125 people each. The total annual quota can vary by plus or minus ten percent.

- 6 In August 2010, Cabinet agreed to the establishment of a rolling three year refugee quota (10/93383 refers), which enables a more strategic approach to refugee quota resettlement service planning and delivery.

It was agreed that the categories that make up the quota would be changed to the following:

- General Protection - 450 places, including up to 300 family-linked and up to 35 emergency places,
- Women at risk - at least 75 places,
- Medical/Disabled - up to 75 places, and

10 It was also agreed that the quota will be composed of 50 percent of the UNHCR-referred places to the Asia-Pacific region, 15 percent to the Middle East, 17 percent to Africa and 18 percent to the Americas. The focus of the quota on the Asia-Pacific region reflects New Zealand's focus on regional cooperation (for example New Zealand's engagement in the Bali Process and our close bilateral relationship with Australia), while also confirming the Government's continued commitment to offering 750 quota refugees per year the best possible resettlement opportunity we can provide, within finite resources. Family-linked cases will be selected from Africa and the Middle East.<sup>1</sup>

11 The quota composition is jointly reviewed and agreed annually by the Minister of Immigration and the Minister of Foreign Affairs.

12 The composition of the quota is developed through consultation with refugee resettlement service providers and it is informed by the UNHCR's global resettlement priorities.

13 The Department of Labour (the Department) will continue to work closely with government and non-government agencies involved in the refugee resettlement sector to ensure quota refugees have the support they need to resettle into our communities so that they can begin to more quickly contribute to New Zealand.

#### *Refugee Quota Selection Process*

14 All cases submitted by the UNHCR for inclusion in the annual refugee quota compositions will be reviewed and interviewed by Refugee Quota Immigration officers<sup>2</sup> and will undergo a comprehensive onshore and offshore selection screening and assessment process focusing on credibility, risk and settlement to ensure that:

- the case is in line with New Zealand's priorities,
- New Zealand is the right settlement option for that person, and
- the person is not a security risk or character of concern to New Zealand.

15 If the Department is not satisfied with the case in relation to any of the above considerations, then the case will be declined.

16 Refugee quota selection missions will be planned strategically to ensure maximum use of financial and human resources available.

<sup>1</sup> These would typically include family reunion cases involving immediate family members and family-linked cases involving UNHCR priority protection cases with relatives in New Zealand.

<sup>2</sup> Or a nominated organisation with the requisite credentials, such as UNHCR or IOM in the case of emergency referrals, where it is not logistically or economically viable for a departmental immigration officer to travel to interview the refugees themselves.

## 2011/12 Refugee Quota

- 17 The February 2011 earthquake in Christchurch continues to have an impact on the ability of refugee resettlement agencies to provide the necessary services to resettle quota refugees, given the needs of those New Zealanders who have been displaced by the earthquake.
- 18 The ongoing impact of the earthquake means that it is likely a reduced quota of around 675 quota refugees will be resettled in New Zealand in 2011/12, rather than the annual quota of 750. This is within minus ten percent of the annual quota threshold. The Department has consulted with government agencies and refugee resettlement providers about their capacity to provide services and about the composition of the refugee quota for 2011/12. To accommodate the capacity of refugee resettlement providers and the availability of private and state housing, two or three smaller refugee quota intakes will be planned for the beginning of the 2011/12 year.
- 19 As outlined in the earlier briefing on the March and May 2011 refugee quota intakes (11/101534 refers), Housing New Zealand Corporation (HNZC) housing stock is being made available on a short and medium term basis to those affected by the February earthquake. For this reason, a greater emphasis will be placed on the use of private housing for quota intakes, thereby reducing reliance on HNZC housing stock. The majority of the May 2011 refugee quota intake will be housed in private accommodation. This is consistent with Refugee Resettlement Strategy (the Strategy) currently under development (see paragraphs 25-28).
- 20 Government agencies and other refugee resettlement providers have been consulted about the proposed composition of the quota. In addition a formal submission has been received from the UNHCR regarding the resettlement needs and global priorities for New Zealand's consideration in planning the composition of the 2011/12 refugee quota.
- 21 Following this consultation process, it is proposed that the composition of the 2011/12 refugee quota should include the following nationalities:
- Burmese, Bhutanese and a small number of Sri Lankans
  - Iraqi family-linked cases
  - African family-linked cases
  - Colombians
- 22 In relation to the Middle East cases, a selection mission to the region had been planned for June 2011 however, this mission has been delayed because of the security situation in Syria. The ability to undertake a mission to the Middle East region will be reviewed in September 2011. If the situation has not improved by that time, it is proposed that we include family-linked cases from Turkey instead of Syria.
- 23 The tables located at Appendix One outline the proposed refugee quota composition by nationality in addition to the proposed refugee quota composition by region, country of refuge and selection missions. Appendix Two outlines the high level refugee quota plan over three years (2010-13), which was agreed to by Cabinet in August 2010 (10/93383 refers).

86(a)  
59(2)(i)



## Refugee Resettlement Strategy

- 25 The Strategy is a whole of government framework that focuses on improving outcomes more quickly for refugees so they can move on with their lives with minimal state intervention and support. It will also provide refugee resettlement services in a more cost effective and coordinated manner to deliver on agreed priorities.
- 26 The Strategy aims to achieve improved refugee settlement outcomes in five key areas (employment, participation, health and wellbeing, education and housing) by better targeting current funding to services that impact the most on refugees' ability to resettle.
- 27 Key success indicators will be used to measure and report on progress towards the outcomes. Action plans for the first year of the Strategy have been developed with initiatives that will help drive the expected improved outcomes for refugees, including increasing employment and the increased use of private housing. These will be included in the business plans for government agencies next year and will be delivered within current budgets through reprioritising work.
- 28 A paper will be prepared for the Minister of Immigration by August 2011 to take to Cabinet for decisions on the Strategy, which will include a strategic framework, the key success indicators and the preferred options for implementing the framework, including proposed governance arrangements.

## Update on the 2010/11 Refugee Quota

- 29 In March 2011 an update on the 2010/11 refugee quota highlighted that the quota would not meet the 750 places due to the effects of the February earthquake in Christchurch (11/10/1534 refers).
- 30 Although up to 70 quota refugees will be resettled in New Zealand in May 2011 through placement in private sector housing, the total number of quota refugees resettled in the 2010/11 financial year is likely to be around 525 compared to the quota of 750 places (plus or minus ten percent). This is below the minus ten percent threshold of the annual 750 places.

**Recommendation**

31 It is recommended that you:

- **note** it is likely around 675 quota refugees will be resettled in New Zealand within the 2011/12 refugee quota, which is within minus ten percent of the annual quota of 750 places.

**Noted**

- **agree** to the proposed composition of the 2011/12 refugee quota as outlined in Appendix One.

**Agree/Not agree**

- **note** the interagency work being undertaken on the development of the Refugee Resettlement Strategy to improve settlement outcomes for refugees and participation in New Zealand communities.

**Noted**

- **note** the update on the 2010/11 refugee quota and the reduced number of refugees resettled in that financial year.

**Noted**

Nigel Bickle  
for Secretary of Labour

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

Gerard van Bohemen  
for Secretary of Foreign  
Affairs and Trade

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

Hon Dr Jonathan Coleman  
Minister of Immigration

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

Hon Murray McCully  
Minister of Foreign Affairs

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**Appendix One**

Table One: Quota Composition by Nationality<sup>3</sup>

Nationality	Number of people
Burmese, Bhutanese and Sri Lankans	255
Iraqi (family-linked cases)	65
Africa (family-linked cases)	115
Colombian	90
	150
<b>TOTAL</b>	<b>675</b>

Table Two: Quota Composition by Region, Country of Refuge and Proposed Selection Missions

Region	Country of Refuge	Number of People	Proposed Selection Missions
Asia Pacific	Nepal, Indonesia, Malaysia	255	January 2012 (Indonesia) and March 2012 (Nepal)
Middle East	Syria (or Turkey <sup>4</sup> ), Lebanon and Jordan	65	Late 2011
Africa	Southern Africa, Somalia, Sudan and Uganda	115	November 2011
Americas	Ecuador	90	February 2012
		150	
<b>TOTAL</b>		<b>675</b>	

**Appendix Two**

High Level Refugee Quota Plan over Three Years 2010-13 (10/93383 refers)

Region	Nationalities	Totals	2010/	2011/	2012/-
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<sup>3</sup> May include medical/disabled and women at risk cases.

<sup>4</sup> The selection mission may include Turkey instead of Syria depending on the security situation in Syria.

country			2011	2012	2013
<b>ASIA</b>					
Bangladesh (dossier)	Burmese	45	15	10	20
Nepal	Bhutanese	370	140	115	115
Indonesia	Sri Lankan, Iraqi, Afghani	190	0	65	65
Malaysia	Burmese	235	135	80	80
Thailand	Burmese	90	90	0	0
<b>Sub total</b>		<b>930</b>	<b>680</b>	<b>270</b>	<b>280</b>
<b>MIDDLE EAST*</b>					
Jordan	Iraq, Palestinian	160	30	55	75
Turkey	Iraqi, Iranian	80	25	25	30
<b>Sub total</b>		<b>240</b>	<b>55</b>	<b>80</b>	<b>105</b>
<b>AFRICA*</b>					
Southern Africa	DRC, Ethiopian, Eritrean, Zimbabwean	50	15	35	0
Sudan	Eritrean	80	0	40	40
Uganda	DRC, Somali	75	15	30	30
Somalia	Ethiopian	100	0	50	50
<b>Sub total</b>		<b>305</b>	<b>30</b>	<b>155</b>	<b>120</b>
<b>AMERICAS</b>					
Ecuador	Colombian	325	235	95	95
Unallocated	Various	450	150	150	150
<b>TOTAL</b>		<b>2250</b>	<b>750</b>	<b>750</b>	<b>750</b>

\* Only family reunion / family-linked cases from the Middle East and Africa would be considered

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Briefing for meeting with Hon Michael Woodhouse, Minister of Immigration

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Refugee Quota Paper

- A draft Cabinet paper was provided to Ministers on 30 April with a request for feedback by 13 May. Your meeting with Minister Woodhouse provides an opportunity to discuss that feedback.
- The draft paper covers off the need to get Cabinet approval on (i) the size, regional balance, and protection priorities for the Refugee Quota Programme for the next three years, and; (ii) confirmation that New Zealand will resettle up to 150 transferees annually from Australia (as agreed by Prime Ministers).
- The draft paper confirms that the 150 from Australia will be incorporated into the existing 750 quota, as agreed at the last meeting with the Minister of Immigration.
- At that meeting, Ministers also discussed the family-link criterion. The draft paper reflects the view that priority should be given to resettling family-linked refugees, but with unfilled places being filled at the discretion of Ministers (para 27 of the draft paper).
- The draft paper also notes that the use by New Zealand of Australia's offshore processing centres remains a future option.

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