



Welcome to Europe!

A Comparative Guide to Resettlement



International Catholic
Migration Commission
Europe

Endurbúseta áttaleptís Resettlement Réinstallation Hervestiging Reasentamiento Reinseltjamento
Umstjólingu Réinstalação Undfleensjöittaminen Gjenbosetting Genbosättning Vidarebosättning
Přesídlování Genbosætning Hervestiging Endurbúseta Resettlement Vidarebosättning Áttaleptís

Part III of the guide provides updated¹ information on Country Resettlement Programmes in Europe. The content is based primarily on information gathered from interviews with relevant government departments and civil society, in addition to review and analysis of publications and websites focused on resettlement activities. Programme structure and features for each country include:

Resettlement History	&	Legal Framework
Criteria for selection	&	Composition of the quota
Recent policy developments	&	Roles and responsibilities of programme stakeholders
Departure, arrival, reception and integration procedures	&	Future plans for resettlement and other resettlement projects

Part III

Chapter 1 - Nordic Countries

DK	Denmark	p.2
FI	Finland	p.7
IS	Iceland	p.13
NO	Norway	p.18
SE	Sweden	p.24

¹ Country Chapters for Part III were updated in 2009.

Denmark

Denmark has managed refugee resettlement since 1956. In 1978, the Government began funding an official quota programme and in 1983, a special provision was outlined in Section 8 of the Danish Alien's Act. From 1983 to 2005, an annual quota of 500 was established. Beginning in July 2005, Denmark changed to a three-year quota period, totalling 1 500 (maintaining approx. 500 cases per year), allowing for the carryover of quotas in the same period. The first three-year **flexible quota**² period ended in December 2007 with only 17 unfilled quota places that were converted to funds managed by the Danish Ministry of Foreign Affairs.

Year	Quota	Number of Accepted Refugees	Largest Groups
2008	500	554	Myanmarese, Congolese(DRC), Bhutanese
2007	500	472	Myanmarese, Congolese(DRC), Sudanese, Burundians, Rwandese
2006	500	529	Congolese (DRC), Myanmarese, Burundians
2005	500	483	Myanmarese, Iranians
2004	500	508	Myanmarese, Congolese (DRC), Indonesians
2003	500	509	Myanmarese, Indonesians, Congolese, Iranians
2002	500	490	Iranians, Iraqis, Afghans
2001	517	531	Afghans, Iraqis, Sudanese, Myanmarese
2000	500	464	Afghans, Iraqis, Iranians, Myanmarese

Source: DIS (Danish Immigration Service)

² Refer to Sweden and Norway chapters for more on flexible quotas.

A flexible annual quota enables some adjustment of places or numbers each year according to the needs presented within the three-year period. It is composed according to three categories: geographic origin, medical cases or the **Ten-Or-More (TOM)** programme, and **urgent and emergency** dossier cases. No official provision for vulnerable groups is defined in Denmark. Emergency and TOM dossier cases are received directly from UNHCR in Geneva. Emergency cases are processed within 2-3 weeks, urgent cases take 1-2 months and all others are processed within 2-3 months. The Ministry of Refugee, Immigration and Integration Affairs decides how the quota will be filled and the destination of 2-3 annual selection missions based on recommendations from the Danish Immigration Service (DIS). The recommendations are prepared considering the projected global resettlement needs from UNHCR, Danish municipality recommendations, and the Annual Tripartite Consultations on Resettlement (ATCR). Generally, 75 places are saved for emergency and urgent cases and 30 for medical or TOM cases (increased from 20 cases in 2008).

The **legal basis** for recognition of refugees in Denmark accords with the 1951 Convention definition of a refugee. **Resettlement criteria** consider the **protection needs** according to the UNHCR Mandate first. In 2005, the Danish Aliens Act extended resettlement to cases based on humanitarian grounds. This means that refugees referred to Denmark by UNHCR may be accepted if they could have obtained a residence permit in Denmark on other grounds had they entered the country as an asylum-seeker. **Humanitarian grounds** refers to medical cases and certain groups of women-at-risk, unaccompanied minors (who do not otherwise qualify for refugee status), persons who cannot for other reasons return to their home country and exceptionally, persons who qualify as professionals or specialists needed in Denmark. Another important change to the Act was the addition of **integration potential** [Section 8(4)] as the second criterion (after protection) for resettlement. The integration criterion (which takes into account educational and language background, family size, work experience and age) aims to measure the ability of a refugee to take advantage of the possibilities and opportunities available in Denmark. The integration criterion is not applied to emergency, urgent or TOM cases.

Selection missions are carried out by the DIS and the Danish Refugee Council (DRC) through a partnership documented in a written agreement. The DRC receives government funding to assist in the coordination of missions and selection of

refugees. The DRC has been a part of the refugee interviewing process since the start of the resettlement programme and it contributes with its expertise on refugee issues in Denmark. In 2005, however, the DRC's participation was limited to selection missions, which means it is no longer involved in the selection process of dossier cases (TOM and urgent/emergency). The involvement of the DRC in selection missions is a unique feature of the Danish programme and is elaborated on in *NGO Involvement in Selection*, Part IV of the 2007 version of this guide. Municipalities have participated in a few selection missions thus far and their participation is considered highly by the DIS.

Prior to being interviewed, refugees participate in group sessions providing information on resettlement to Denmark and an explanation of the Integration Declaration. In an effort to manage expectations, after an individual's case for resettlement has been prepared he or she must sign the **Integration Declaration** that details the conditions for resettlement in Denmark. Conditions include willingness to find work, accepting the importance of learning the Danish language and participation in the integration programme. Individuals who request resettlement are informed that their medical documents and personal data (excluding the refugee claim) will be forwarded to receiving municipalities in Denmark. Upon return from missions, **final decisions** on resettlement cases are made by the DIS, taking into consideration the recommendations from the delegation. Processing of cases from in-country selection missions can take up to three months.

After initial decisions are made, the International Organisation for Migration (IOM) is requested to complete a **health examination** before the final decision on resettlement is made by the DIS. In June 2005, medical screening prior to departure from the refugee camp became mandatory for all quota refugees; however, for cases prioritised as urgent and emergency, the medical screenings and signature of the Integration Declaration can be waived. The DIS, accompanied occasionally by municipal authorities, returns to the refugee camp to deliver a one-week **pre-departure cultural orientation (CO)** including language classes, to refugees selected for resettlement. The IOM subsequently organises **travel** to Denmark, sponsored by the Danish Government.

Refugees are initially given a **temporary residence permit** under 'convention', 'protection', or 'other' status according to the Aliens Act Section (8) 1-3. The maximum duration of this permit is seven years for all refugees, after which they are

eligible to apply for permanent residence.

Municipal authorities and the DIS receive refugees at the airport and accompany them directly to **municipalities**, where temporary or permanent housing has been arranged in a private flat or home. All Danish municipalities should be prepared to receive refugees (both quota and non-quota). The DIS decides where refugees will be placed while considering the availability of services and the number of immigrants and refugees already living in each municipality. Permanent housing is usually arranged within three months of refugees' arrival. Refugees are advised to stay in the municipality where they are placed for the first three years.

The Integration Act of 1999 provides guidelines for integration for all third country residents (refugees and immigrants). The Ministry for Immigration, Integration and Refugee Affairs is responsible for overseeing activities carried out under the act, while municipalities are in charge of their execution. The three-year **integration programme** is funded by the Government and includes the following components: three years of free Danish language classes, assistance with building qualifications for employment, and a course on Danish society. Courses should be offered for at least 20 hours per week. The DRC, the Danish Red Cross and the Church Integration Service (KIT) are the principal NGOs that assist refugees with the integration process. The DRC reaches out to municipalities through a country-wide network of **volunteers**. Sometimes, the DRC is also requested by the municipalities to implement specific projects for resettled refugees (financed by the municipality).

The DIS takes into consideration the participation of individual refugees in the integration programme when reviewing applications for prolongation of the residence permit. Those who do not attend courses may have their financial allowance reduced. Like Danish citizens, resettled refugees are entitled to free public education and public healthcare services. After 8 or 9 years (depending on the kind of residence permit issued) of permanent residence in Denmark, refugees may apply for Danish **citizenship**.

In September 2008, Denmark carried out its first selection mission to Nepal. During this mission, the DIS (accompanied by a representative from the DRC and the municipality) decided to resettle a group of 159 Bhutanese refugees under a **strategic resettlement scheme** arranged with the UNHCR. Though this is the first time that strategic resettlement has been used by Denmark, it is mentioned in the law governing resettlement. The law allows for integration potential to be exceptionally

dismissed in strategic resettlement schemes. This group included refugees who, for example, were illiterate and therefore would not normally meet the integration potential criterion. Without this 'exception to the rule', the use of strategic resettlement to resettle large groups of Bhutanese would not have been possible.

In 2009, Denmark planned for resettlement of approximately 150 Bhutanese refugees from Nepal and approximately 150 Congolese (DRC) refugees from Rwanda. For the remaining quota, a selection mission to Malaysia to interview Myanmar refugees was planned.



DRC volunteer assisting refugees with reception and integration (Photo: DRC)

Finland

Finland started its refugee resettlement programme in 1979. The refugee quota is allotted funding in the State budget that is approved by the Finnish Parliament. **Quota** planning is carried out on the basis of the resettlement needs presented by UNHCR. Since 2001, it has been fixed at 750 persons a year. The **main actors** involved in the refugee resettlement programme are the Ministry of the Interior, the Finnish Immigration Service (MIGRI), regional Employment and Economic Development centres, municipal authorities and the Finnish Red Cross. In early 2008, an administrative change took place in which migration and refugee affairs were concentrated in the Ministry of Interior³.

Year	Quota	Number of Accepted Refugees	Largest Groups
2008	750	749	Myanmarese, Iraqis, Palestinians, Congolese (DRC)
2007	750	657	Myanmarese, Congolese (DRC), Somalis, Iranians
2006	750	547	Myanmarese, Iranians, Somalis
2005	750	766	Myanmarese, Iranians, Iraqis
2004	750	735	Iranians, Somalis, Iraqis
2003	750	562	Sudanese, Afghans, Iranians, Eritreans
2002	750	569	Afghans, Sudanese, Iraqis, Iranians (Kurds)
2001	750	739	Sudanese, Iranians, Iraqis (Kurds), Former-Yugoslavs, Afghans
2000	700	756	Iranians, Iraqis (Kurds)

Source: Finnish Ministry of Interior, Finnish Immigration Service (MIGRI)

³ In 2008, the Ministry of Interior replaced the Ministry of Labour in administrating the refugee resettlement programme. Integration programmes were also newly delegated to municipalities rather than being run by the Ministry.

The 2004 Finnish Aliens Act defines the ‘refugee quota’ along with admission requirements. Persons admitted for resettlement under the refugee quota are persons considered refugees by UNHCR or other aliens in need of international protection (Aliens Act section 90, subsection 1). Persons considered as refugees by UNHCR do not always meet the criteria for granting asylum according to the Aliens Act, Section 87 (see criteria below).

UNHCR presents cases for resettlement to Finland. On an exceptional basis, persons other than those presented by UNHCR may be granted a residence permit, based on the need for protection, instead of granting them convention/refugee status. The following **resettlement criteria** are applied when considering an individual for resettlement (Section 92 of the Finnish Alien’s Act):

- The person’s need for international protection vis-à-vis the country of origin;
- The person’s need for international protection vis-à-vis the first country of asylum (in accordance with UNHCR resettlement criteria);
- Assessment of the conditions of reception and integration in Finland. An assessment of the municipalities is carried out including the available services to respond to the need of refugees, the presence of similar communities and existing social networks. The group of refugees to be resettled is also taken into consideration, looking especially at the presence of support or ‘resource’ persons, motivation to integrate and presence of family members or relatives;
- Issues of public order and security, public health and Finland’s international relations are evaluated.

The Finnish resettlement programme gives consideration to special categories or **vulnerable groups** with specific needs: refugees with medical needs, survivors and victims of torture, women-at-risk, unaccompanied children and the elderly. No separate or fixed quotas are allocated for these special categories; they are included in the general yearly quota. Resettled refugees or ‘quota’ refugees who are identified under these special categories will be provided with the appropriate support during the integration programme. No medical examinations are required before admittance.

Finland accepts **urgent and emergency** cases, which are selected on the basis of the UNHCR Resettlement Registration Form (RRF) or ‘dossier selection’. In medical emergencies, acceptance depends on the availability of appropriate treatment in Finland. The number of urgent and emergency cases in the total annual quota was fixed at 100 cases for 2008 (99 cases were accepted); with the same quota in 2007

(94 cases were accepted). Emergency cases are handled in five working days and urgent cases are decided as quickly as possible.

The normal method used for selecting refugees is through personal interviews conducted during **selection missions** undertaken by MIGRI officials, Employment and Economical Development Centres/municipalities and, if necessary, security police officers. In 2008, municipalities also participated in selection missions, a practice which will continue in 2009. During the selection mission the delegation presents a briefing with basic information to provide refugees with a first impression of Finland. Within two months after the selection mission, a decision is made on the cases. **Dossier selection** in cases other than those prioritised as urgent and emergency is an option but is not commonplace.

A **pre-departure cultural orientation (CO)** and country orientation for refugees accepted for resettlement to Finland is arranged and implemented by IOM. The course takes three days which includes basic information about Finland, reception procedures in municipalities, rights and duties of refugees, practical use of public services and some basic phrases in Finnish. In 2009, the Finnish Immigration Service will open up a call for proposals for the design and implementation of a cultural orientation programme due to the foreseen contract termination with IOM. One issue that should be looked at is the fact that dossier/emergency and urgent cases do not receive a pre-departure cultural orientation although they do receive some form of orientation after their arrival in Finland.

IOM handles the practical **travel** arrangements for accepted refugees. Refugees admitted to Finland under the refugee quota on UNHCR proposals are granted a **permanent residence permit** under 'convention/refugee' status. The refugees are met at the airport by representatives of the Finnish Red Cross at which point they travel on to the municipalities where they will be settled (mostly outside of the capital city of Helsinki). Though refugees are settled in municipalities chosen for them by governmental officials, they have the same freedom of movement inside the country as nationals. Occasionally, with urgent or emergency cases, temporary accommodation has to be arranged in a reception centre but generally the refugees are housed in private flats following their arrival.

In principle, **municipalities** are responsible for the initial **reception and integration** of refugees. An agreement is signed between the Ministry and local authorities to arrange the resettlement. Refugees are spread over municipalities and cities in

groups of about 25 to 50 people. The municipal and city authorities agree on receiving resettled refugees on a voluntary basis and fix yearly quotas accordingly – in some cities the yearly quota ranges from 100 to 120 places that are filled by resettled refugees, accepted asylum seekers and family reunification cases. Over 140 municipalities have received refugees in Finland. Placement of refugees in municipalities or cities is usually arranged before their arrival and is based on a set of considerations such as the presence of relatives or social networks, similar ethnic groups or nationalities, and the availability of interpreters.

In order to encourage the municipalities to receive refugees, municipal authorities are provided with financial resources for the implementation of the integration programmes and for staff training. A lump sum is received per refugee and per year to cover the three-year integration, in 2009 these sums totalled: EUR 6.222,95 for children under seven years and EUR 1.900,50 for children over seven years and adults. In special cases, such as serious medical cases, the municipality can receive additional financial support for a longer period of time. In regards to the resettlement programme, it is emphasised that a refugee can be a resource instead of a burden for the municipality and that Finland has an international and humanitarian responsibility to assist refugees.

The Act on the Integration of Immigrants and Reception of Asylum Seekers has been in effect since 1999 and details the **integration process** for all third country residents, including refugees. In practice, it is implemented through integration programmes managed by municipalities. After arriving in the municipality, the refugee will discuss his/her potential and needs with programme officers, leading to the creation of an individual ‘integration plan’ that represents the agreement between the local authority, an employment office and the refugee. The plan has a projection of three years and covers language and literacy training for adults, preparatory instruction for children, professional skills and employment training, and civic skills training. Refugees are allowed to work during this period and an integration allowance is provided. All integration activities are to be recorded in an ‘integration book’; if the integration plan is not followed, the allowance may be reduced. Housing is arranged for the refugees along with access to the municipal health and mental healthcare services. The regional Employment and Economic Centres ensure constant communication and information-sharing with local authorities.



Finnish language classes organised by Red Cross volunteers (Photo: Finnish Red Cross)

In addition to the municipal authorities, the **voluntary sector** is also involved in the integration process. In most cases, the voluntary sector implements social support activities that compliment municipal services. The Finnish Red Cross network, for example, trains volunteers to become support persons and befriend refugees to assist them in building social networks. Voluntary agencies might organise informal conversation classes as well, complimenting the language classes and other free-time activities in order to build a bridge between refugees and the host community. In limited cases, NGOs are contracted by the municipalities to implement a portion of the integration services.

The quota for 2009 is composed of 350 Iraqis (including 50 Palestinians from Iraq), 150 Congolese, 120 Myanmarese and urban refugees as well as 30 refugees from the **Emergency Transit Centre (ETC)**⁴ in Romania and 100 places for

⁴ Refer to Section I, UNHCR Framework, for more information on the ETC in Romania.

urgent/emergency cases. Selection missions in the same year are organised to Rwanda, Syria, Jordan, Thailand and Romania.

Projects to promote resettlement

From 2003 to 2005, the Finnish Ministry of Labour managed the **MORE** - *Modelling of National Resettlement Process and Implementation of Emergency Measures*- project along with Ireland. The goal of the project was to develop models for resettlement, which could be followed by the new EU countries considering joining the resettlement programme.

From December 2006 to January 2008, the Finnish Ministry of Labour also directed the **MOST** -*Modelling of Orientation, Services and Training Related to the Resettlement and Reception of Refugees* –project, in partnership with Spain, Ireland and Sweden. The project was funded by the ERF and carried out in cooperation with the UNHCR, ECRE and the IOM. The purpose of MOST activities and seminars was to improve the integration of resettled refugees in Europe from the beginning of the resettlement process (selection) to the establishment of refugees in their host society (labour market and social integration, language acquisition etc.).

Apart from leading this international project, Finland carried out ‘*The Work-Based Training Model*’, a component addressing the challenge of integration by piloting a programme of direct inclusion into the labour market. Language classes were carried out simultaneously with work training experience. The activities were organised by the Ministry of Labour and implemented immediately after the arrival of the 35 Myanmarese refugees who agreed to participate in the project. A summary can be found in the MOST Project publication ‘*Promoting Independence in Resettlement*’, published in 2008.⁵

⁵ See www.mostproject.fi

Iceland



"Welcome to Siglufjörður!"

Refugees from Former Yugoslavia arriving in Iceland (Photo: Icelandic Red Cross)

In 1996, the Government of Iceland started accepting refugees as part of the UNHCR Resettlement Programme. Until 2001, Iceland accepted a certain number of cases each year on the basis of the UNHCR assessment of overall resettlement needs. The Government began accepting 20-25 refugees for resettlement every two years in 2001. Beginning in 2007, the Ministry of Foreign Affairs and Ministry of Social Affairs announced the official establishment of an *annual quota* of 25 to 30 refugees.

Year	Quota	Number of Accepted Refugees	Largest Groups
2008	25 to 30	31	Palestinians from Iraq(29), Sri Lankans(2)
2007	20 to 25	31	Columbians
2006	-	-	
2005	20 to 25	31	Columbians, Kosovo Roma
2004	-	-	

2003	20 to 25	24	Croats and Serbs
2002	-	-	
2001	20 to 25	23	Croats and Serbs
2000	20 to 25	24	Croats and Serbs

Source: Ministry of Social Affairs and Social Security

The Government of Iceland recognises refugees according to the 1951 Convention and its 1967 Protocol (section 44 of the Icelandic Act on Foreigners 96/2002), in addition to regional instruments. Resettlement eligibility is guided by the following **resettlement criteria**: legal or physical protection needs, refugee victims of torture and/or violence, women-at-risk, and refugees without local integration prospects in the first country of asylum. A refugee's medical history does not hinder his/her acceptance as there are no medical requirements under the Icelandic programme. Iceland often accepts urgent cases, however due to quota limitations; the programme is unable to accommodate emergency cases.

Considering the positive results achieved by the resettlement programme thus far, there is potential for a progressive diversification of the quota. For the quota 2005-2006, 2007-2008 and 2008-2009, the refugees selected were considered to be women-at-risk and most of them were urgent cases.

The main body responsible for the coordination of resettlement is the Ministry of Social Affairs and Social Security while the actual implementation is done through the Icelandic Refugee Committee, the Icelandic Red Cross and municipalities. The Icelandic Refugee Committee is the main national resettlement committee. Its responsibilities include the selection, admission and integration of refugees. It brings together representatives from the Ministry of Social Affairs, the Ministry of Justice, the Ministry of Foreign Affairs and the Icelandic Red Cross.

Cases for resettlement are decided upon during **selection missions**. Each mission is headed by the Ministry of Social Affairs and Social Security and consists of representatives from the Directorate of Immigration and the Icelandic Red Cross. As a result, the Icelandic Red Cross occupies a unique position in Europe in that it is a non-governmental organisation that actively participates in the decision-making on refugee cases. Only the Danish Refugee Council operates in a similar capacity. **Decisions** are made after the return of the delegation to Iceland and they must be

approved by the Icelandic Refugee Committee. UNHCR is formally notified of the selection within two weeks. **Dossier cases** are not considered for resettlement.

A **Cultural Orientation (CO) session** is organised for refugees who will be interviewed for resettlement to Iceland by the delegation. The programme is prepared and implemented by the Icelandic Red Cross in cooperation with the Ministry of Social Affairs and Social Security. The orientation session lasts approximately one hour and attempts to give refugees an idea about life in Iceland with information on public assistance available to refugees, rights and obligations, and family reunification. The reason for holding the cultural orientation session before the actual selection of the refugees is to ensure they all are fully aware of what Iceland has to offer and can therefore make an informed decision.

Once the refugees are accepted, the International Organisation for Migration (IOM) arranges their **travel** in cooperation with UNHCR field offices, the Icelandic Red Cross and the Ministry of Social Affairs and Social Security. A delegation from the Icelandic Red Cross and the municipality awaits the refugees in the transit airport and they accompany them on the last leg of the flight to Iceland, after which they are taken directly to the receiving municipality. The municipalities agree to receive resettled refugees on a voluntary basis upon agreement on financial resources provided by the government. Thus far, the entire group of annual quota refugees is settled in the same single municipality.

The Ministry of Social Affairs signs agreements with the local authorities of the receiving municipalities and the Icelandic Red Cross, which mandates their involvement in the **integration** of resettled refugees. These agreements stipulate the financial resources that municipalities and the Icelandic Red Cross receive from the Government for the settlement of refugees. The resources are used by the municipalities to finance most of the costs of the one-year **support programme**. It includes financial support, housing, health services, schooling for children and young people, Icelandic language lessons and other social services. The language training lasts for nine months (five days a week). Additional money is budgeted for long-term psycho-social care since problems or illnesses frequently become evident only after a significant period of time has passed (sometimes up to three years). The municipality appoints a project manager who is responsible for the implementation and follow-up of the integration programme with the refugees. The amount of the lump sum depends on the needs presented by the composition of the group of refugees the

municipality will receive and settle.

To ensure **cooperation** between various actors, two working groups were created. At the central level the Coordination Group includes members from the Ministry of Social Affairs and Social Security, two representatives from the municipality and representatives from the Icelandic Red Cross and the local Red Cross. They receive updates and ensure the smooth development and coordination of the programme. At the local level, an Action Group is established in order to facilitate cooperation between the Red Cross and local authorities in receiving communities. The group meets on a regular basis to share relevant information in order to improve the programme and avoid potential problems.

Besides the material support provided by the municipality, the project manager from the local Red Cross branch chooses a 'support family' to assist the refugees in their daily life. These families are Red Cross **volunteers** who have been trained to provide individual support and follow-up for refugees. A third project manager involved in the resettlement process is based at the headquarters of the Icelandic Red Cross and is responsible for the general coordination of the integration programme at the local level. This person is usually someone who participates in the selection missions and because of this, forms one of the direct links between the selection and integration processes. Resettled refugees receive a **temporary residence permit** for three years and a **permanent work permit** upon arrival. However, refugees are not expected to start working during the first six months as it is considered very important to begin with language classes. During these initial six months, they also receive vocational training and information about Iceland as well as job training that provides an introduction to workplaces before official employment. After this period, the refugees are assisted to find work that matches their skills and interests. Thus far, separate integration programmes exist for resettled refugees and persons who have been granted asylum. The Government has considered providing similar services to those who have been granted asylum in Iceland.

At the end of the first year refugees are expected to become self-sufficient and they receive the same level of social assistance as other Icelandic residents. Entitlements to social assistance continue to be received from municipalities as well as assistance from the Icelandic Red Cross. After four years the refugees can apply for permanent residence and after five years of continued residence in Iceland, they are eligible to apply for **citizenship**.

It should be noted that the receiving communities prepare for the arrival of resettled refugees through information sessions on the general background of the group of resettled refugees. In practice, this is only possible in smaller communities, where a public meeting is organised. In larger communities or cities, preparation of the host population may be restricted to an article in the newspaper. Both are ways of involving the community in the integration process of refugees, especially when considering integration as a ‘two-way street’.

Since 1996 a total of 11 local authorities have received groups of quota refugees. The group of Palestinians who arrived in Iceland in 2008 has been settled in Akranes, a community 50 km outside of the capital Reykjavík. At the time of writing, no decisions had been made regarding resettlement in 2009 as the programme has been temporarily put on hold.

Norway

The Norwegian Resettlement Programme is one of the oldest in Europe, functioning since 1946 with the resettlement of 600 Jewish refugees. In 1992, in order to respond to the changing needs for resettlement and capacities to process referrals, the Norwegian Government decided that the **annual quota** (currently 1 200) may be filled in advance or be carried over to a subsequent financial year within a **three-year period** with a total of 3 600 places per period. This method has been viewed positively as it allows for quota flexibility, gives additional time to calculate actual arrivals and enables better planning with municipalities regarding placement.

Year	Quota	Number of Accepted Refugees	Largest Groups
2008	1 200	910	Iraqis, Eritreans, Bhutanese, Myanmarese
2007	1 200	1 398	Myanmarese, Congolese, Iraqis
2006	1 000	924	Congolese, Burundians, Myanmarese
2005	1 000	942	Congolese, Myanmarese
2004	750	758	Liberians, Myanmarese, Iranians, Sudanese
2003	750	1 149	Liberians, Sierra Leoneans, Rwandese/Burundians, Afghans, Iranians
2002	1 500	1 355	Liberians, Sierra Leoneans, Rwandese/Burundians, Afghans, Iranians
2001	1 500	1 269	Liberians, Sierra Leoneans, Rwandese/Burundians, Afghans, Iranians
2000	1 500	1 481	Liberians, Sierra Leoneans, Rwandese/Burundians, Afghans, Iranians

Source: Ministry of Labour and Social Inclusion (AID)

Parliament determines the annual quota based on UNHCR need assessments for resettlement, including allotments for geographical regions, emergency and medical cases, unallocated places and places for **alternative resettlement activities** (see examples under *Projects to Promote Resettlement* below). Norway includes medical or **Ten-or-More (TOM)** cases in its quota as well, reserving 20 dossier cases for

special medical cases submitted by UNHCR Geneva. The Ministry of Labour and Social Inclusion (AID) determines the composition of the quota and the **guidelines for selection**. Based on these guidelines the Directorate of Immigration (UDI) adjudicates the single cases referred by UNHCR Resettlement Services in Geneva. The Directorate for Integration and Diversity (IMDI) facilitates the placement of the refugees and their introduction to Norwegian society.

The **legal basis** for recognition of all refugees is the Norway Immigration Act, whose definition of a refugee is taken from Article 1A of the 1951 Convention and 1967 Protocol. The most important **selection criterion** is a refugee's need for protection along with ensuring that no other durable solutions are available for the individual. Integration potential was formerly evaluated; however as of 2008, the second selection criterion is now to ascertain that municipalities can provide appropriate services for refugee needs. The programme has a particular focus on vulnerable groups (women-at-risk, unaccompanied minors and medical cases). Medical conditions are never grounds for exclusion, although it must be apparent that services are available in Norway where special treatment is required. **Emergency** and ordinary **dossiers** are submitted by UNHCR Geneva. Ordinary dossiers may also be submitted by UNHCR Regional Hubs and occasionally by organisations (inter-governmental and NGOs) such as the Norwegian Helsinki Committee, the Norway Poets, Essayists and Novelists (PEN), or Norwegian Embassies.

The UDI is responsible for **in-country selection** and decision-making, a process lasting two weeks. The selection process was shortened (from four weeks) in 2008 in order to make selection missions more efficient and expedite the resettlement process. Prior to departure, refugees selected for resettlement (dossier and in-country selection cases) are issued entry visas and residence and work permits by the Norwegian Embassy. Generally upon arrival, refugees may be granted asylum and Convention **refugee status** for one year at a time. After three years, refugees can apply for a permanent residence permit (allowing them to live two years abroad without losing their status) and after seven years they may apply for **citizenship**. The same criteria are applied when determining the status of asylum seekers.

Average time for processing **decisions** on dossier cases is 3-4 weeks, while emergency cases are processed within 48 hours. For refugees accepted on selection missions the time period between acceptance of a case for resettlement and arrival in Norway is 4-6 months.

Quota refugees are settled directly in **municipalities**. Once the receiving municipality has been identified, the International Organisation for Migration (IOM) organises **travel** to Norway, paid for by the Norwegian Government. On behalf of the IMDI, IOM delivers four days of **pre-departure cultural orientation (CO)** covering practical information for living in Norway and understanding Norwegian society. As directed by IMDI, the CO Programme also provides the receiving Norwegian municipalities with relevant and current information about the refugees to be resettled and their situation prior to arrival in Norway. The information to municipalities is provided through Country Information Seminars and Country Profiles.

Settlement and integration of refugees in **municipalities** is managed by the IMDI. There are six regional offices that choose areas of settlement in over 100 different municipalities. The number of places available in municipalities is determined by the number of 'positive responses' received from local authorities to requests for resettlement submitted by the IMDI. According to the policy of the IMDI, the main goal for settlement of refugees in Norway is for refugees to be self-reliant as soon as possible. Usually refugees from one ethnic group are settled in the same or in neighbouring municipalities in order to reduce the number of secondary moves. Municipalities sometimes specify which groups of refugees they will accommodate based on origin and/or family composition.

Though the decision to accommodate refugees is voluntary, once an agreement to accept a group for resettlement is made the Government holds municipalities responsible for integration. After placement of refugees is confirmed, local authorities receive an **integration subsidy** per refugee to provide for benefits (housing, education, healthcare and welfare) in the five-year integration period. The integration subsidy for receiving municipalities for 2008 was NOK 551.500 (or EUR 69.045) total for the five-year period for each refugee 18 years of age or older.



Hiking activity for refugees, to Norway's highest mountain (Photo: IMDI)

Upon arrival, refugees are received by municipal officials and are immediately accompanied to an arranged home or apartment. The IMDI manages the 2004 Introductory Act for Newly Arrived Refugees and works in cooperation with actors and partners on an international and national level (including state, municipal, voluntary sector or private organisations). The IMDI has six regional offices responsible for the resettlement of a certain number of refugees in each region and for managing the **two-year introductory programme** outlined in the Act. This programme focuses on individual needs and includes a programme allowance, Norwegian language instruction, employment preparation and access to higher or specialised education programmes. Attendance of 250 hours of language training and 50 hours of Icelandic culture and society lessons is mandatory for all refugees between the ages of 18 and 55. Although, Refugees are granted a general work permit, if they become employed they can lose some or all of the income support they receive to attend the introduction programme. Many refugees start working full or part-time towards the end of the two-year programme.

Norwegian **NGOs** do not have a central role in resettlement but they have collaborated with municipalities on projects to increase social integration such as the Refugee Guide Project in cooperation with the Red Cross. Norwegian **volunteers**

serve as 'guides' in the community, providing refugees with practical information about living in Norway and the opportunity to practice speaking Norwegian. The project has received positive feedback from refugees and guides. The objective is that both volunteers and refugees learn from the one-year guide programme. Through the help of 'guides', refugees are able to make friends and contacts more easily and learn the language at a faster rate. Currently 100 municipalities make use of the Red Cross Refugee Guide programme to assist the integration of refugees with the largest programme located in Bergen.

The arrivals from 2008 have been placed in 70 different municipalities with the main nationalities being Myanmar, Iraqis, and Palestinians. Norway has established a quota of 1 200 for 2009 and the main nationalities to be resettled are Iraqis, Palestinians (from Iraq), Eritreans, Bhutanese and Myanmar.

Projects to Promote Resettlement

Norway is a member of the **UNHCR Trust Fund** for Enhancing Resettlement Activities, a fund designated for the enhancement of resettlement capacities and activities in emerging countries (see *Chapter 3.5 on Sweden*). Between 2001 and 2005, Norway contributed by converting between 50 and 100 quota places annually into financial support.

Norway is a donor for **regional resettlement** and protection programmes of internally displaced persons (IDPs) and refugees in Latin America through the **Mexico Plan of Action**. The financial support that Norway provides is a way of converting any unallocated quota places into resettlement activities, thereby making funds available to the UNHCR for supporting projects of regional resettlement, especially for Colombian refugees and IDPs. Norway's involvement began with the Norwegian Refugee Council's (NRC) co-hosting of a conference in Mexico City where plans were drafted to improve the protection of refugees and IDPs. In February 2006, Norway sponsored the Regional Resettlement Meeting within the framework of the Mexico Plan of Action in Quito, Ecuador.

In March 2007, the UNHCR project focused on building capacity for resettlement in Chile, Brazil and Argentina. To do this, Norway participated in **twining exercises** with representatives and NGOs from Brazil and Argentina. First, a Brazilian representative accompanied the Norwegian Government to Zambia on a selection mission. Then, representatives from Brazil and Argentina went to Norway to learn

about the process of resettlement from pre-departure CO to integration programmes. In October 2007, Norwegian UDI and IMDI representatives accompanied Argentina's mission to Ecuador to select Colombian refugees. The final portion of the project was a Twinning Meeting in Sao Paolo, Brazil in November 2007 where experiences were presented and exchanged. The main challenge for Latin American partners in resettlement is finding housing and work for refugees however the experience and knowledge gained from twinning practices with Norway engendered ideas and strategies for improving resettlement. In March 2009 a Norwegian delegation will be sent to Uruguay for a follow-up meeting with twinning partners in Latin America.

Sweden

Sweden's involvement in refugee resettlement began with a special quota programme in 1950. The quota and the general guidelines for its application are annually approved by the Swedish Parliament and are planned primarily on the basis of UNHCR's resettlement needs assessment. The annual refugee **quota** ranges between 1 000 and 1 900 persons. In matters of overall policy, the Governments of the Nordic countries meet for regular consultations within the framework of the Nordic Council for Refugee Affairs (NSHF), which is a cooperative body of five Nordic countries: Denmark, Finland, Iceland, Norway, Sweden and their autonomous territories. The cases for resettlement consideration are referred by the UNHCR. On an exceptional basis only, Swedish embassies may propose cases for resettlement.

Year	Quota	Number of Accepted Refugees	Largest Groups
2008	1 900	1 880	Palestinians, Afghans, Myanmarese
2007	1 800	1 799	Iraqis, Myanmarese, Afghans
2006	1 700	1 653	Colombians, Afghans, Iranians
2005	1 700	1 242	Afghans, Colombians, Myanmarese
2004	1 700	1 656	Iraqis, Iranians, Myanmarese
2003	1 000	890	Afghans, Liberians, Sierra Leoneans, Iraqis, Iranians
2002	1 000	1 015	Iraqis, Iranians, Afghans
2001	1 285	1 279	Iraqis, Iranians, Afghans
2000	1 380	1 162	Iraqis, Iranians, Afghans, Former Yugoslavs

Source: Swedish Migration Board (SMB)

The **funds** allocated for the resettlement programme may be used for direct resettlement to Sweden or as a contribution to projects designed to help resolve refugee problems outside Sweden, which takes on different forms (see *Projects to Promote Resettlement* below). The **main actors** are the Swedish Migration Board (SMB), Sweden's central government authority on Aliens Affairs (working under the

Ministry of Justice) and municipal authorities.

The **definition** of a refugee stated in the Aliens Act is almost identical to the refugee definition of the 1951 Convention, omitting any territorial and temporal limitations. The Aliens Act considers persons in need of international protection on subsidiary grounds for protection, as well as others in particularly vulnerable situations (for example persons who are at risk of execution or torture, who flee armed conflict or who face gender-related persecution); humanitarian grounds are not taken into consideration. The Swedish programme does not specify **resettlement criteria** or special categories. It considers primarily the need for international protection and issues of exclusion -which are broader than the exclusion clauses contained in the 1951 Convention.

Unlike Denmark and Norway, Sweden does not have a **medical programme**. Selection on medical grounds is only permitted on an exceptional basis although, generally speaking, illness is not in itself considered an obstacle to the selection of persons in need of protection and for this reason **medical examinations** are not required before departure. The SMB emphasises that information on special medical needs or treatment should be mentioned in the Resettlement Registration Form (RRF) in order to be better prepared for the refugees' reception and integration.

The Swedish programme allocates a significant number of places for **urgent and emergency** cases each year. For 2008, this number was set at 300 and subsequently increased to 350 places in 2009. Emergency cases can take up to five days from the receipt of the dossier to arrival in Sweden and urgent cases should not take more than ten days. Both emergency and urgent cases are usually dealt with on a dossier basis. The selection criteria for urgent and emergency cases are the same as for non-priority resettlement cases.

The SMB is responsible for the selection and relocation of quota refugees to Sweden. The SMB delegation selects cases for resettlement based on in-country **selection missions** and on a dossier basis. Selection missions normally last two to four weeks. The delegation of SMB members interviews the candidates and their families for resettlement in the country of asylum. The decisions are usually made at the end of the selection mission. It should be noted that the SMB is open to reviewing cases that have been rejected for resettlement by other countries.

Dossier submission consists primarily of a RRF prepared by UNHCR. The decision

is made based on the information provided in the RRF. In cases where the information is insufficient or unreliable, more details are requested from UNHCR or from another suitable source (the embassy or NGOs). The **decision** is normally made within three weeks. For the fiscal year of 2008, roughly 950 places were allocated for cases selected through missions; the remaining 800 cases were accepted through dossier selection. After the decision has been made, it takes between two and three months to prepare the trip to Sweden for normal cases depending on the arrangement of accommodation as well as other factors such as the issuing of exit visas and the presence of a Swedish embassy.

During selection missions, accepted quota refugees receive a brief information session on Swedish society. Depending on practical logistics and financial resources, a delegation consisting of municipality and SMB personnel travels to the country of asylum to organise a more detailed **pre-departure cultural orientation (CO)** lasting one week. Refugees accepted on a dossier basis receive only a printed brochure with information on Sweden. In practice, only a minority of the refugees bound for Sweden are able to attend a CO. The SMB is currently looking into ways of providing its pre-departure CO programme to more accepted refugees, especially those who are accepted on a dossier basis.

Travel for accepted quota refugees is handled by the International Organisation for Migration (IOM) as instructed by the Migration Board; travel costs are covered by the Swedish Government. All resettled refugees are given a **permanent residence permit** prior to departure. Refugees accepted on convention grounds are eligible to apply for Swedish **citizenship** after four years (other refugees may apply after five years).

Upon arrival, the refugees are met at the airport by municipal staff and are taken directly to the **municipality** where they are to be settled. The decision to receive refugees is made by the municipalities on a voluntary basis with a signing of agreement before the arrival of quota refugees in Sweden. Currently, around 130 of the approximately 290 total municipalities in Sweden receive resettled refugees. With the dissolution of the Swedish Integration Board in July 2007, the County Administrative Boards now arrange the written agreements and placement of both quota and non-quota refugees in municipalities. The SMB consults the County Administrative Boards and local municipalities prior to final decisions on placement of caseloads to gather considerations that are then used in discussions with the

UNHCR.

The SMB distributes financial resources to the municipalities, who are then responsible for the organisation and implementation of introduction programmes. Once the quota refugees have arrived, the municipality is fully responsible for their settlement and integration. Figures from the 2009 budget show that municipalities receive a state grant of SEK 189.400 (around EUR 17.200) for each adult refugee, SEK 116.300 (around EUR 10.550) for a refugee child (under the age of 16) and SEK 69.900 (EUR 6.450) for adults 65 and older for the entire introductory period.

The municipality then creates an individual introduction plan for each refugee in cooperation with the local employment office. On average, the introduction or **integration** plan lasts for two years however this may vary depending upon the refugee as each plan is adapted to the individual. During this time quota refugees are provided with permanent or subsidised accommodation (temporary accommodation is provided when housing is not immediately available) and have access to income support, language training and employment assistance. Refugees enjoy the same right to financial assistance and access to healthcare and education facilities as Swedish citizens. In principle, refugees are free to settle in the municipality of their choice but state-sponsored accommodation is only granted if they stay in the municipality where they are initially placed. Sweden plans to modify its integration programme towards a more rapid introduction into the labour market. The programme proposed involves individual employment coaches for refugees however no formal changes will be decided upon until spring 2009.

In Sweden, the municipal authorities are the main actors in ensuring integration for refugees. Nevertheless, in some municipalities **NGOs** also assist with the integration process. NGOs may be sub-contracted by municipal authorities to implement a portion of the introduction programme and they occasionally organise activities complimenting the services provided by municipalities, such as language training, computer classes and recreational or social activities.

The Swedish quota for **2008** was 1 900 (individual cases). The SMB completed five selection missions in Iran (for Iraqis and Afghans), Thailand (for Myanmarese), India (mixed nationalities), Congo Brazzaville (mixed nationalities) and Syria (for Iraqis and Palestinians), approving resettlement for 950 refugees. The Migration Board has been looking into a flexible quota which would allow a carry-over of unused quota places to following years. Almost half of the caseload for 2009 (or 800 places) is

reserved for Iraqi refugees, with a selection mission to Syria in March 2009 and to Jordan in May 2009. Sweden has been a leader in efforts to promote an EU response to the Iraqi crisis and in working with the UNHCR to find durable solutions for Iraqis and Palestinians in countries neighbouring Iraq. In June 2009, Sweden will host the Annual Tripartite Consultations on Resettlement (ATCR)⁶ in Geneva.



Burmese refugees arriving in Hallsberg Municipality, Sweden (Photo: Carina Larsson)

Projects to Promote Resettlement

Sweden has opted to use part of its resettlement fund to contribute to projects aimed at supporting refugees and promoting resettlement in third countries through 'Regional Resettlement' initiatives such as:

- The **Colombian Project** was implemented annually from 2000-2002. It promoted regional resettlement in Latin America through the conversion of a certain number of quota places into resettlement places within the region of origin of refugees. Colombian refugees were provided with the possibility to stay for one year in a Latin American country with this project. It was agreed that if the

⁶ See <http://www.unhcr.org/pages/4a2cd39e6.html>

refugees were not able to repatriate after one year they would be resettled to Sweden. Most of the Colombian refugees involved did not return after one year. The majority were granted asylum in hosting Latin American countries and only a few refugees opted to be resettled to Sweden.

- The **UNHCR Trust Fund for Enhancing Resettlement Activities**, a Nordic initiative piloting regional resettlement in Burkina Faso and Benin (also referred to in Chapter 3.4 on Norway).

The SMB hopes to participate more actively in the **Mexico Plan of Action** with UNHCR to support the ‘Resettlement in Solidarity’ programme, which offers regional resettlement opportunities. Norway, the Netherlands and the US are among the countries that already contribute to the Mexico Plan of Action (*see Chapter 2 and Chapter 3.4 on Norway*). In 2009, Sweden will most likely convert 30 quota places to support the Mexico Plan of Action; other possibilities for further participation have not been confirmed by the Ministry.

The Swedish Government supports the **Emergency Transit Centre (ETC)** in Romania and accepts refugees for resettlement from the ETC. Approximately 25 cases were accepted from the ETC in 2008 and a caseload was considered for resettlement in 2009 as well.

As a follow-up to the 2007 ICMC Resettlement Training, Sweden launched a **National Resettlement Network** project with funding from the ERF. This network aims to enhance knowledge about resettlement in Sweden and strengthen cooperation among all members/actors involved including the SMB, UNHCR, municipalities, County Administrative Boards and NGOs. The steering committee meets every other month to discuss membership, manage an electronic newsletter and organise seminars.

Sweden has been involved in a range of **twinning arrangements**. Most recently, resettlement actors participated in the **MOST** (*Modelling of Orientation, Services and Training related to the Resettlement and Reception of Refugees*) project from 2006–2008. In an effort to improve introduction programmes and allow refugee voices be heard, Sweden completed a report on 12 refugees’ experiences in resettlement. The stories gathered highlighted how closely linked and consequential each step of resettlement is in regards to the refugee’s eventual independence and integration in the host country. Project conclusions outlined the need to improve introduction

programmes through a holistic approach looking first at improving pre-departure CO and then at the process of refugee integration following their arrival in Sweden (*refer to MOST project in Finland section of Chapter 1*).

Part III

Chapter 2 – Western Europe

 IE	Ireland	p.32
 NL	The Netherlands	p.38
 UK	United Kingdom	p.45

Ireland

Ireland has been resettling refugees since 1956 under country-specific agreements. In 1998, it became involved in the UNHCR Resettlement Quota Programme in response to requests from UNHCR. Initially, the Irish Government agreed to accept an annual **quota** of 10 cases plus immediate family members. An average of 37 refugees per year was admitted under the programme between 1999 and 2004. The total number admitted under the resettlement programme by the end of 2008 was 737 persons. Two thirds of this total was reached between 2005 and 2008 following an increase in the annual quota in 2005 to 200 persons per year.

Year	Quota	Number of Accepted Refugees	Largest Groups
2008	200	101	Sudanese, Cubans, Myanmar's Rohingya
2007	200	114	Myanmar's Karen, Sudanese
2006	200	184	Iranian Kurds
2005	200	115	Iranian Kurds, Congolese (DRC), Somalis
2004	10 cases plus family members	58	Chechens, Ethiopians, Somalis
2003	10 cases plus family members	50	Iranian Kurds, Congolese (DRC), Chechens
2002	10 cases plus family members	28	Iranian Kurds, Congolese (DRC)
2001	10 cases plus family members	52	Iranian Kurds, Congolese (DRC)
2000	10 cases plus family members	35	Afghans

* The new quota of 200 persons includes nuclear family members i.e. spouse, dependent children under 18 yrs., dependent unmarried children over 18 yrs. and dependent parents.

** Accepted cases do not always arrive during the year they are accepted. For example, in 2008, 198 persons were accepted for resettlement in Ireland but for logistical reasons they will not arrive until early 2009.

Source: The Office of the Minister for Integration

A refugee admitted for resettlement has the **status** of "programme refugee". The **legal framework** for the resettlement programme is stated in Section 24 of the Refugee Act 1996 (as amended). Section 24 states that "a programme refugee" is a person to whom *leave to enter and remain* for temporary protection or resettlement as part of a group of persons has been given by the Government. The individual's name is entered in a register established and maintained by the Minister for Foreign Affairs; whether or not such a person is a refugee within the meaning of the definition of "refugee" (this definition is in keeping with the 1951 Convention definition). Following a governmental decision in 2005, responsibility for maintaining the register of programme refugees was transferred to the Office of the Minister for Integration. The Refugee Act 1996 (as amended) provides that a person admitted as a programme refugee has in general the same rights and entitlements as a person granted refugee status.

The Government decides on the annual quota and the broad terms of the resettlement programme. Ireland's resettlement programme is based on a mainstream model of service provision and **funding** where each service provider or Government Department (Ministry) funds services from within their own resources. It is recognised that targeted initiatives may be required to add value in certain circumstances. Funding special targeted initiatives comes from various avenues such as community development, Social Welfare, the Health Service Executive, philanthropic organisations, the Office of the Minister for Integration and the European Refugee Fund (ERF). The Office of the Minister for Integration coordinates the resettlement programme nationally and provision is made in the aforementioned office's budget for the selection, pre-departure and orientation elements of the resettlement programme. The 2008 ERF is used strategically to increase capacity at a local level. Funding is used for special short-term targeted initiatives to increase participation in the local community and to improve access to services for refugees in the short term.

Selection criteria are based on UNHCR standards for protection and durable solutions. The country of origin and country of refuge for refugees resettled under the annual programme is decided following consultation between the Minister for Integration, the Minister for Justice, Equality and Law Reform, and the Minister for Foreign Affairs. Decisions are informed by priorities presented by UNHCR during the Resettlement Working Group meetings and the Annual Tripartite Consultations on

Resettlement (ATCR). The majority of cases are accepted based on legal and physical protection needs, women and children at risk and medical cases. Family reunification is not considered a ground for resettlement and Ireland does not accept unaccompanied minors or emergency cases.

In general, Ireland reserves 20 percent of the quota for **dossier** based referrals that can include medical cases or women and children at risk. Individual dossiers, generally submitted by the UNHCR, are examined in the Office of the Minister for Integration by the resettlement team. Medical or special needs cases are referred to the relevant Government Departments (Ministries) or to a service provider such as the Health Service Executive to ensure that the needs of the applicant are met. All **final decisions** are made by the Ministry generally within two months of receiving the dossier.

Since 2006, Ireland has carried out face-to-face interviews during **selection missions** for the balance of the quota (approx.160 persons). Selection missions are a useful tool not only to interview the applicant and confirm their background and identity but to gain invaluable information on the issues associated with each group. The information gathered assists with planning resettlement and informs the receiving community on the services required to meet refugees' short and long-term needs. Personnel from the Office of the Minister for Integration and the Garda National Immigration Bureau (GNIB) participate in selection missions and the former makes recommendations to the Minister.

Selection missions for **2008** were sent to interview Rohingya Myanmarese refugees in Bangladesh and Congolese (DRC) refugees in Tanzania. At the time of writing, the Ministry had not announced selection missions or other resettlement plans for 2009.



*Iranians Kurdish children playing in the Family Resource Centre in Ballyhaunis
(Photo: Stephen Grogan, Director of the Family Resource Centre, Ballyhaunis)*

Ireland's **pre-departure orientation** programme is a one to two day briefing on resettlement in Ireland presented during the selection mission. The objective is to give a realistic description of the rights and responsibilities of resettled refugees and to reduce unrealistic expectations. The pre-departure orientation presentation includes separate Q & A sessions with both the male and female adults. This approach ensures that the applicant and family can make an informed decision on their resettlement options and discuss particular issues of concern to them.

Upon arrival in Ireland, refugees are given the **status** of 'programme refugee'. They are issued with a one-year residence visa renewable annually. They may apply for citizenship after three years (subject to normal naturalisation procedures). Programme refugees may apply for a travel document and may leave and enter the state (subject to normal immigration procedures); however resettled refugees are not allowed to travel to their country of origin. Resettled refugees have the same rights as those granted refugee status in Ireland as stated in Section 3 of the Refugee Act 1996 (as amended).

Refugees admitted under the resettlement programme are received at the airport by a member of the resettlement team of the Office of the Minister for Integration. In 2006, Ireland introduced a new **reception and orientation programme**. Under this programme, refugees admitted for resettlement are initially placed in the national **orientation and training centre** for a period of eight weeks. The new arrivals have the opportunity to adjust to life in Ireland before living independently in the community. The orientation programme is designed to provide basic information about life in Ireland, civic rights and responsibilities, cultural information and language training.

Approximately nine months before the arrival of a new group under the resettlement programme, the resettlement team from the Office of the Minister for Integration begins the process of identifying the **resettlement location**. Locations are selected based on refugees' needs and the services available in a local community. In general, approximately 10 families are settled in bigger towns and, to avoid isolation, no less than five families are settled in any one location. There are currently 10 localities involved in resettlement

Ireland has a **mainstream model** of service provision. Although integration is coordinated by the local authority in the area, the resettlement team assists the local authority in creating a Resettlement Steering Group, which plans for local settlement and integration. The Steering Group is made up of representatives from all service providers and NGOs in the locality. The resettlement team assists with planning and provides training and information to the Steering Group in relation to resettlement in general and also provides information specific to the particular group being resettled.

The intensive **integration programme** lasts for approximately 18 months after arrival in Ireland. During the first three to four months support is provided by the resettlement team through liaison with the local service providers and home visits (where necessary). The Resettlement Officer ensures that all services are in place, cultural orientation is delivered, children are placed in schools and language courses are arranged. Ireland has an active **voluntary sector** that works closely with service providers at a local level to support and befriend resettled refugees.

On arrival in Ireland a resettled refugee may apply for social welfare support in the same manner as an Irish citizen. Adults attending language training receive a job-seekers allowance on the basis that they are improving their skills and foresee

eventual employment. **Language and socialisation** training of up to 20 hours per week for one year is provided at a local level by the relevant Vocational Education Committee (VEC). The language and socialisation programme builds on the orientation and training programme presented during the first eight weeks post arrival. Persons who are unable to attend language training may apply for other alternatives. During the course of the language and socialisation programme the training coordinator works with the student to develop a pathway to employment or further training.

Projects to promote resettlement

In an effort to improve resettlement practices and learn from international experiences, Ireland participated in two EU funded trans-national projects from 2004 -2007. The **MORE** (Modelling of National Resettlement Process and Implementation of Emergency Measures) and **MOST** (Modelling of Orientation, Services and Training related to Resettlement and Reception of Refugees) projects examined various aspects of resettlement and developed models of good practice.

Ireland's activities in the MOST project focused on the reception and settlement of refugees. Activities involved interviewing refugees concerning the CO programme in Ireland. Refugee participation in identifying best practices and recommendations for improvement was central to this portion of the MOST project, in addition to meetings with agency and NGO actors. As a result of this study, Ireland has extended the post-arrival CO programme from four weeks to eight weeks and is currently restructuring the language programme.

Ireland is currently involved in a **trans-national project** funded under the Community Actions Strand of the ERF, Transnational Resettlement UK and Ireland (TRUKI). The Government of the United Kingdom is a leading partner, with Belgium, Bulgaria and Slovenia as observing members. This new initiative is designed to examine the feasibility, advantages and disadvantages of joint resettlement missions and resettlement programmes involving two or more Member States in 2008 and 2009. The project will jointly develop a practical and cost-effective approach to carry out cross-border resettlement. TRUKI aims to enable positive settlement outcomes for refugees involved and develop a practical support mechanism for emerging resettlement countries.

The Netherlands



Arrival of Myanmar refugees at Schiphol Airport (Photo: Nicolien Rengers, COA)

In 1977, the Netherlands decided to establish an annual resettlement quota of 250 refugees after many years of an ad-hoc policy on resettlement. This quota increased in 1987 to 500. The current **quota** of 2 000 cases is set for a **four-year period** (2008-2011) allowing for more flexibility in the allocation of places. It should be noted that the quota is filled by date of selection. Only cases referred by UNHCR are considered under the quota programme. The Immigration and Naturalisation Service (IND) of the Ministry of Justice, the Ministry of Foreign Affairs, the Central Agency for the Reception of Asylum Seekers and Refugees (COA) (an independent institution under the Ministry of Justice), and the Dutch Council for Refugees (DCFR) are the **main actors** in resettlement.

Year	Quota	Number of Accepted Refugees	Largest Groups
2008	500	544	Iraqis, Ethiopians
2007	500	569	Congolese (DRC), Ethiopians, Iraqis, Myanmarese
2006	500	497	Myanmarese, Ethiopians
2005	500	452	Liberians, Burundians, Columbians
2004	500	347	Congolese (DRC), Sudanese
2003	500	189	Afghans, Columbians
2002	500	155	Myanmarese, Congolese (DRC), Rwanda
2001	500	223	Myanmarese, Congolese (DRC)
2000	500	215	Myanmarese, Sudanese, Croats

Source: Dutch Immigration and Naturalisation Service (IND) and the Ministry of Justice

*It should be noted that for years 2000 to 2004, cases were selected on dossier basis from a number of different locations.

Refugees can be accepted for resettlement according to the following **legal grounds**: the 1951 Convention, the European Convention for Human Rights, protection for humanitarian reasons and family reunification. Since 2005, the **capacity for integration** is considered as a criterion for cases in which there is no need for international protection, i.e. cases accepted on humanitarian grounds. A case can be rejected due to lack of capacity for integration when signs or behaviour are deemed to be extremely non-conformist or if intent to cause social unrest is expressed. For refugees who are at-risk and (medical) emergency cases, the integration potential criterion is waived. Since 2005, only two cases have been rejected on this criterion.

The resettlement quota includes various categories. A sub-quota for medical cases ensures a certain number of places are reserved for medical or **Ten-Or-More (TOM)** cases. This annual sub-quota has been set at 30 cases. To be eligible, medical cases must demonstrate that refugees cannot receive medical treatment in their countries of asylum and that treatment in the Netherlands would lead to substantial improvement of the health condition. The Dutch Government prefers submission of medical cases as part of a selection mission because of the possibility of carrying out

a **physical examination**. Nevertheless, they acknowledge that this is not always feasible and will occasionally accept medical cases on a dossier basis.

Under the Dutch programme **vulnerable categories** of refugees, such as women-at-risk and survivors of violence and torture are given special consideration in addition to urgent and emergency cases. In 2008, 145 vulnerable category cases were accepted yet there is no determined number of places in the quota reserved for these categories. In the Netherlands, the composition of the group of refugees is important. Officials want to ensure that the group of refugees is not composed entirely of vulnerable cases so that there is a balance with those who are able to give support or who can act as leaders.

Since 1999, partners and children (who are not adults) of resettled adult refugees who entered the Netherlands in the context of **family reunification** are included in the resettlement quota where partners/family members have been communicated to the authorities during selection missions. This applies only to nuclear family members (parents, their children and dependent adults).

The Dutch Government has changed the method of selection over the years. Initially, cases were selected by means of personal interviews during **selection missions**. Then, from 1999 to 2004, the government considered cases for resettlement through dossier selection only. In 2005, when it appeared difficult to fill the quota merely via dossier selection, selection missions were re-introduced. Today, refugees are mainly accepted through selection missions in the country of asylum, of which a maximum of four are organised each year. Around 100 places are allocated for **dossier selection** including emergency (medical) cases, requests for family reunification following a mission and cases from countries of asylum not addressed during selection missions. In the case of selection missions, the **final decision** for cases is made at the end of the selection mission. For dossier submissions, it takes about six weeks to two months to make a decision.

The delegation conducting the selection mission consists of a medical doctor and representatives from the IND, COA, and the Ministry of Foreign Affairs. A medical check-up is conducted; however the result does not influence the decision-making process. The role of the COA during the selection mission is to conduct '**social intake**' interviews during which specific information on the refugees is gathered to develop a social file. The COA uses this information to prepare the cultural orientation, reception and introduction programmes in the Netherlands. The social file

is shared with the medical organisation in the reception centre and with the DCFR who uses it to support resettled refugees' applications for family reunification. The IND has access to the social file but this information would only be considered in decision-making on very rare occasions. During the social intake interview, the refugees also receive basic information on social and cultural aspects of the Netherlands in order to 'manage expectations'. This interview is the first opportunity for the refugees to become familiar with the COA, who will be their guide until they are settled in a municipality in the Netherlands.

Approximately one month after the selection mission, a **pre-departure cultural orientation (CO)** is organised for refugees by the COA. The cultural orientation programme lasts for four days and is specifically tailored to each group of refugees with the help of the social files. In order to create a realistic picture of the Netherlands, the refugees are given pertinent information on the reception centre and Dutch society, in addition to an introduction to the Dutch language. Orientations also serve to create a social network between the refugees in the group; an important element as refugees will remain in their group throughout the rest of the process. Groups are composed of a maximum of 30 persons whom are a mixture of so-called 'leader-types' and vulnerable refugees.

For normal cases, it takes about one to three months following the decision before refugees are able to **travel** to the Netherlands. Travel arrangements are made by the International Organisation for Migration (IOM) and all travel-related expenses are covered by the Dutch Government. Refugees receive a revocable **residence permit** for asylum (Aliens Act 2000) and after five years they can apply for a permanent residence permit. Only in exceptional cases are resettled refugees not granted a permanent residence permit. In the near future, refugees will have to pass an exam to demonstrate their knowledge of Dutch society and Dutch language in order to obtain a permanent residence permit. Refugees are eligible to apply for **citizenship** after five years as a permanent resident.

The Netherlands has traditionally opted for a centralised form of reception for resettled refugees followed by '**group settlement**' (between 1999 and 2005 this method was interrupted). Since 2005, all resettled refugees are taken from the airport to a **single reception centre** in Amersfoort, specifically for resettled refugees, where they are provided with temporary accommodation. The reception centre is managed by the COA. Refugees stay in the reception centre for three to six months after which

they are moved out in groups of approximately 20 persons and settled in the municipalities. These groups have already been together since the Cultural Orientation session and have moved through the process together. Refugees who have been selected on a dossier basis are placed individually and generally have to wait longer for housing as they have to pass through the general refugee system (rather than that for resettled refugees). It takes more time to find suitable housing for refugees in need of special accommodation due to medical conditions and for large families.

During the refugees' stay in the reception centre, the COA offers a short **introduction programme**, composed of Dutch language classes, basic knowledge about the Netherlands and a course on participating in society. The introduction programme aims at preparing refugees for settlement in the municipalities. During their stay in the centre contacts are made with the municipalities in order to facilitate the transition later on. The refugees receive financial aid to cover personal expenses and are insured for medical treatment if required. The refugees are entitled to the same medical treatment and services as Dutch citizens and have the same access to social security and the labour market (refugees may start working immediately after arrival). A local department of the DCFR in the centre provides information, advice and support on family reunification procedures for the refugees.

Once the introduction period has passed and housing is found, the refugees move to a **municipality**. In the Netherlands, municipalities are obliged to receive refugees and refugees cannot choose where they want to live if they want to make use of social housing. In matching refugees and municipalities the COA looks at availability of housing, presence of similar nationalities or ethnic groups and the labour supply/demand in the area. Agreements with municipalities regarding group placement of refugees are made before their arrival in the Netherlands.

The municipal authorities offer a one to two-year **introduction programme**, funded by the central authorities. In 2009, the Dutch Government introduced the 'Wet Participatiebudget'; a law regarding budgetary participation that offers more flexibility to local authorities to combine different sources of funding for introduction and integration. The amount each municipality receives for the implementation of the introduction programme for third country nationals now varies but is approximately EUR 4.000 per person for the entire introduction programme. Local authorities are obliged to offer an introduction programme which must include social guidance to all

refugees, whereas it is optional for other groups of third country nationals. The programme is tailored to fit individual needs and skills. It consists of Dutch language classes, information on Dutch society and vocational training. Since 2008, programmes must include a work-learning component to foster interaction with Dutch society. It is generally carried out by the DCFR and funded by the municipalities to impart practical information and support to refugees. Once the refugees move to their own housing they are entitled to social security (like Dutch citizens) until they find employment.

The work of the municipal authorities is complemented by the DCFR through a system of trained **volunteers** to assist resettled refugees with integration by focusing on social guidance and family reunification. DCFR advises municipal authorities and institutions and attempts to sensitise the general public on refugee issues through the publication of articles and general information. The local departments receive funding from municipalities for their activities, while the DCFR receives funding from the central Government to support their local departments with advice and training.

In 2008, four missions were carried out to the following destinations (nationality of refugees is in parentheses): Jordan (Iraqis), Thailand (Myanmarese), Tanzania (Congoese and Burundians) and Nepal (Bhutanese). Selection missions for **2009** were planned for Kenya (mainly Ethiopians and Eritreans), Syria (Iraqis), Thailand (Myanmarese) and Nepal (Bhutanese). The selection mission to Kenya carried out in January 2009 involved Belgian and Luxembourg participants.

Projects to promote resettlement

The Netherlands has made the strengthening of refugee protection in the region of origin a priority in its refugee policy and wants to ensure strategic use of its resettlement places in the future. In this context, the Netherlands, along with Ireland and the UK, supports and promotes the concept of the '**Regional Protection Programmes**' (see details in Part II, *European Dimension*).

In 2007 and 2008, COA was responsible for the **twinning project** 'Durable Solutions in Practice'. This twinning exercise offered an extensive 'learning by doing' programme with the Czech Republic, Belgium, Poland and Romania. As an outcome of the twinning programmes, the Czech Republic began resettling refugees in 2008. The Dutch Minister for Integration invited twinning partners from Luxembourg and Belgium to join a resettlement selection mission to Thailand during 2008. Following

the mission, both Luxembourg and Belgium announced that they would resettle refugees in 2009.

Research carried out by the Dutch Ministry of Justice's scientific research and documentation centre (Wetenschappelijk Onderzoek- en Documentatie Centrum or WODC), evaluated Dutch policy and the social position of resettled refugees throughout the history of resettlement in the Netherlands and in comparison to other resettlement countries. The study found that resettled refugees (often independent of their background and education), are more likely to be unemployed or employed in lower segments of the labour market, rarely moving on to other sectors. Findings also highlighted that Dutch policy changes throughout the years have not had a significant effect on labour integration yet the fact remains that resettlement is carried out for humanitarian rather than economic reasons. The WODC report⁷ has not subsequently affected policy regarding resettlement, but it enables examination of reception and integration practices. Language courses, for example, are currently being re-evaluated for improvement.

The University Assistance Fund (UAF) is currently implementing a project aimed at improving the integration of resettled **refugee students** (with significant secondary education) by improving access to higher education/employment opportunities. Activities include information sessions on opportunities for work and study in the Netherlands, a series of preparatory courses and individual coaching. The project runs from 2009 to 2012 and is funded by the ERF in cooperation with COA, the IND and UNHCR (see www.uaf.nl for more information).

⁷ Full report summary: http://english.wodc.nl/onderzoeksdatabase/longitudinaal-onderzoek-naar-de-integratie-van-uitgenodigde-vluchtelingen.aspx?nav=ra&l=migratie_en_integratie&l=vluchtelingen

The United Kingdom

The main refugee resettlement programme in the UK, the Gateway Protection Programme (GPP), began in March 2004. The programme is funded by the UK Border Agency (UKBA) of the Home Office in accordance with Section 59 of the Nationality, Immigration and Asylum Act 2002 and the European Commission under the 2008 European Refugee Fund. The GPP is made possible by the UKBA working in partnership with the UNHCR, international organisations, local authorities, the voluntary sector and NGOs.

Year	Quota	Number of Accepted Refugees	Largest Groups
2008-2009	750	520	Ethiopians, Iraqis, Myanmarese, Congolese (DRC)
2007-2008	500	416	Ethiopians, Myanmarese, Congolese (DRC)
2006-2007	500	545	Congolese (DRC), Ethiopians, Myanmarese, Mauritians
2005-2006	500	247	Congolese (DRC), Sudanese, Myanmarese
2004-2005	500	150	Liberians, Congolese (DRC), Sierra Leoneans

Source: The UK Home Office, UK Border Agency

* Figures are available only for arrivals in the UK as acceptance and arrival numbers are generally congruent

** Number of arrivals as of January 2009

Each year the **quota** is determined by UK Ministers depending on the global need, the resources available for the programme and the predicted impact on local services. Funding for the programme is provided based on estimates submitted to the Home Office by agencies and organisations working in resettlement. Guidelines for the integration programme (detailed below) have been developed by the Home Office based on the feedback and experiences of various agencies working in resettlement.

Voluntary sector refugee agencies have played a key role in the development of the programme. The major agencies involved co-operate as the RIAP (Resettlement Inter-Agency Partnership) that is formed by five members: the British Red Cross (BRC), Migrant Helpline (MHL), Refugee Action (RA), Refugee Council (RC) and the Scottish Refugee Council (SRC). Its main purpose is to co-ordinate the refugee voluntary sector in post-arrival resettlement services. RIAP agencies meet every two months to discuss operational and strategic issues, share expertise and communicate concerns or suggestions to the UKBA. The UKBA Chairs the GPP steering group which is composed of representatives from the Local Authorities receiving refugees, RIAP agencies, UNHCR and other governmental departments and agencies. It meets quarterly to discuss objectives, evaluate progress of GPP, share *best practices* (referred to as 'skills share days') and identify problems and solutions. *The Gateway Protection Programme Good Practices Guide* was recently published (September 2008) by RA and the RC, with contributions from the GPP.⁸

Applications for resettlement are reviewed only as referred by UNHCR to the UKBA. The latter conducts **selection missions** to interview applicants thereby supplementing the Resettlement Registration Form (RRF) provided by UNHCR. Up to six selection missions are planned with UNHCR for each fiscal year. Housing is a mix of private rentals, housing associations and public or local authority housing. **Legal recognition** of refugees follows the 1951 Convention definition of a refugee. **Selection criteria** are based on refugee status, protection needs and lack of local integration in asylum country. **Vulnerable case** applications such as women-at-risk, elderly persons, and victims of torture and trauma are given special consideration.

All individuals applying for resettlement must undergo **security checks** and **health screening**. The health screening is carried out by the International Organisation for Migration (IOM) and must be completed before a decision is made (processing can take up to three months). Treatment for contagious or other serious health conditions must be administered prior to departure. Applicants diagnosed with HIV/AIDS, established renal failure or Multi-Drug-Resistant TB may qualify for resettlement but only with ministerial consent due to the financial cost and possible implications for public health. In addition, applicants must not be in a polygamous marriage or have

⁸ For the online edition:

http://www.refugeecouncil.org.uk/Resources/Refugee%20Council/downloads/researchreports/Gateway_good_practice_guide_sept_2008.pdf

an active application for the Ten-Or-More (TOM) Programme or the Mandate Refugee Scheme (see *Other Programmes/Projects* below). The GPP does not have the capacity to place **emergency cases** or unaccompanied children. Final **decisions** on resettlement cases are made by UKBA resettlement caseworkers in the UK. The total period of time between approval for resettlement of refugees and their arrival in the UK is generally between six and twelve weeks.



*A national volunteer award for a volunteer run homework club for refugee children called SHARE
(Photo: UK Refugee Council)*

According to the GPP, resettled refugees are given **permanent refugee status** and indefinite leave-to-enter (ILE) upon arrival, meaning they can stay in the UK indefinitely and also travel abroad to countries outside of the one they are seeking refuge from once they have applied for a travel document. After five years, application for British **citizenship** is permissible. This is an important distinction from refugee status for those who are not part of resettlement schemes- they are granted only five years of refugee status after which their protection needs are reassessed.

IOM arranges **travel** (sponsored by the UKBA) to the UK and also delivers a **pre-departure orientation** on British culture. The length of the orientation varies according to caseload with some caseloads also receiving English language training for about two and a half weeks. Six weeks prior to arrival, the profiles of cases to be resettled are given to local authorities and service providers in order to finalise

preparations and appropriate support services in the UK.

Typically refugees **arrive** in groups of 20 including families and individual cases. Some groups travel directly to their resettlement location and are met by the organisation providing integration support. Other groups land in London Heathrow and stay overnight before resuming travel to their resettlement location the next day. Where possible, refugees who arrive in groups are housed in the same neighbourhood or within walking distance of at least one other refugee family. This proximity provides them with the security of having others they know close by while at the same time they have the possibility of meeting new people in their neighbourhood. The following local authorities have hosted refugees through the GPP: Bolton, Bradford, Brighton, Bromley, Bury, Colchester, Hull, Middlesbrough, Norwich, Norfolk, Oldham, Rochdale, Salford, Sheffield, Stockport, Tameside and North Lanarkshire in Scotland.

Local authorities, voluntary sector organisations and other refugee community organisations with long-standing experience provide resettlement services in the areas of housing, healthcare and education. Financial assistance and **integration support** are offered to resettled refugees for the first 12 months, sponsored by the GPP. For refugees who do not wish to receive support, the available funding is re-allocated. In this initial year, immediate to long-term needs and an exit strategy from the programme are planned and assessed periodically. Support services are provided by way of home visits, drop-in centres, group sessions, housing support, counselling and preparation for employment. RIAP agencies and other agencies providing support services for Gateway refugees are required to provide financial and activity reports to the Home Office on a quarterly basis and participate in periodic evaluations.

From April 2009-March 2010, the GPP will maintain a quota of 750 including Iraqis from Jordan, Palestinians from the Emergency Transit Centre (ETC) in Romania, Rohingya Myanmarese from Bangladesh and a caseload reserved for DRC refugees coming from East Africa.

Other Programmes/ Projects

The GPP is a substantial addition to two earlier programmes; the **Mandate Refugee Scheme** and the **Ten-Or-More (TOM)** Programme (currently suspended), both administered by the British Red Cross Society (BRCS) since 1994. Under the

Mandate Refugee Scheme the BRCS receives resettlement cases from UNHCR Field Offices. After assessing the cases, verifying the status of the family in the UK and confirming that the family is willing to have the refugee join them, the BRCS submits the case to the resettlement team at the UKBA. A case for resettlement is referred by a British post abroad only when there is no UNHCR presence in the country of refuge. In such cases, a resettlement caseworker from the UKBA will consider the case after receiving confirmation from the UNHCR in London that the applicant has been recognised as a mandate refugee.

Under the **Mandate Scheme**, the applicant for resettlement must have clear ties to the UK through close family or historical links. The family members in the UK do not need to have been accepted as refugees, but must be settled there or have limited leave in a category leading to settlement. Students and asylum seekers do not qualify as permanent residents. The UNHCR covers all costs involved with arranging resettlement including preparation and travel. On their arrival in the UK, applicants are recognised as Convention refugees and granted Indefinite Leave to Enter. The number of Mandate Refugees resettled each year depends on the number of submissions and the discretion of UKBA. In 2005-2006, 81 refugees were resettled in the UK through the Mandate Refugee Scheme and 20 more in 2006-2007. In 2008, this number rose to 120 refugees. Relatives of resettled Mandate Refugees are responsible for their integration and guiding them through the process of applying for assistance, welfare and education programmes.

The UK's **TOM Programme** resettled medical cases according to the UNHCR Resettlement Handbook criteria for medical cases.⁹ The BRCS acted as the intermediary between the UNHCR and the Home Office to screen and process cases, in addition to selecting appropriate agencies to assist refugees with post-arrival resettlement. In 2005-2006, 24 refugees were resettled through the TOM programme. The programme was suspended on 31 July, 2006 and at the time of writing there is no information on its resumption.

In 2008, the UK piloted the use of Action in Communities, a church-based organisation, to provide private **group sponsorship** to small numbers of refugees. The support delivered by the 'New Neighbourhood Programme' is delivered by volunteers.

⁹UNHCR Resettlement Handbook: UNHCR Criteria for Determining Resettlement as the Appropriate Solution, Chapter 4.4, available online at www.unhcr.org.

Ireland and the Government of the United Kingdom are leading partners, with Belgium, Bulgaria and Slovenia as observing members, of a **trans-national project** called Transnational Resettlement UK and Ireland (TRUKI). This project is funded by the Community Actions strand of the ERF. More information can be found by referring to the section on Ireland in Part III, Chapter 2 of this guide.

Part III**Chapter 3 – New Initiatives in Western Europe and the Mediterranean 2009**

BE	Belgium	52
FR	France	55
DE	Germany	59
IT	Italy	61
LU	Luxembourg	63
PT	Portugal	64
ES	Spain (coming in 2010)	-
MT	Relocation from Malta (coming in 2010)-	

Belgium

Belgium has carried out several ad-hoc resettlement schemes since WWII, however no official resettlement of refugees has taken place since 1999. The first steps towards renewed efforts began in 2007 and 2008 when representatives from the *Commissariat général aux réfugiés et aux apatrides* (CGRA – Commissioner General for Refugees and Stateless Persons) and the *Agence fédérale pour l'accueil des demandeurs d'asile* (Fedasil - Federal Agency for the Reception of Asylum Seekers) participated as observers on selection missions organised by British and Dutch resettlement programmes to Thailand (CGRA & Fedasil) and Tanzania (CGRA). Following the November 2008 Council Conclusions¹, Belgium decided to resettle 50 Iraqis on 13 February 2009. The CGRA, Fedasil, *Office des étrangers* (OE-Office for Foreigners), Belgian embassies in Jordan and Syria, UNHCR and IOM are the main actors in this pilot resettlement programme, in addition to national NGOs who assist with integration.

Selection of refugees is made following the general criteria outlined in the 1951 Convention with a focus on vulnerable groups. Belgium reserved places for women-at-risk (with or without children) from Syria and Jordan and for 10 Palestinians from the Syrian border. Dossiers were referred to the CGRA by the UNHCR for consideration and pre-selection. Once the Belgian government examined the dossiers and ran a security check on each individual, it decided which refugees would be interviewed for resettlement. The CGRA and Fedasil conducted selection missions to Syria and Jordan to interview pre-selected refugees. Selection missions were sponsored by the Temporary Iraq Desk (TID) under the European Refugee Fund. At the end of this mission, 47 persons (all vulnerable cases) were selected for resettlement. Belgium followed the recommendations of the November 2008 Conclusions for selection criteria and by making use of the ERF Art.13, which was applied to all cases.

IOM organised travel arrangements for the first group of 36 Iraqis who arrived on 2

¹ The November 2008 Council Conclusions called for increased EU participation in resettlement efforts as a solution to the Iraqi refugee crisis. The Conclusions encouraged resettlement especially for vulnerable refugees displaced in Syria and Jordan, in addition to Palestinians (ex-Iraqis) along the Iraq-Syria border. For full text see: *Council Conclusions on the reception of Iraqi refugees, Justice and Home Affairs Council, November 27-28, 2008.*

September 2009 and 11 Palestinians arriving in Belgium later the same month. When refugees arrived, they were met by the CGRA and Fedasil. Though already accepted for resettlement, each refugee was required to apply to the OE for asylum in Belgium upon arrival. Refugee status has been awarded to all refugees arriving through this programme within one month of application. Throughout the initial reception and orientation period (1-3 months) they live in the two different reception centres, one in Sint Truiden (Flanders) and the other in Ponderôme (Wallonia) whereby special assistance and a separate communal living space (from groups of asylum seekers) are provided. In the centre, refugees begin language and social orientation classes to learn French or Dutch and to acquire practical information about life in Belgium. A social worker is assigned to each refugee to assist them throughout their stay in the centre and the initial orientation and administrative processes. Once refugee status is granted, a permanent residence card is issued and all social programmes/assistance may be accessed.

After leaving the reception centre, independent housing and allocation of resources for integration are arranged by regional NGOs (*Vluchtelingenwerk Vlaanderen*, *Caritas International*, *le Service Social de Solidarité Socialiste* and *CAW De Terp Protestants Sociaal Centrum Vluchtelingenwerk*) involved in the integration process that continues after refugees leave the reception centre and arrive in a municipality. Refugees arriving in this pilot programme will be resettled in various municipalities/regions depending on the refugees' preference and the availability of housing. The integration programme varies depending on the region, for example, in Flanders the integration programme (including language instruction) is obligatory, in Brussels it is optional and in Wallonia there is no integration programme (although language classes are usually available).

Each NGO is responsible for a certain number of refugees and assists them individually for the first 18 months. Social workers help refugees through the administrative processes of registering for schools, healthcare coverage and applying for social aid programmes including monthly financial assistance. NGOs must identify special needs of refugees, especially related to psychological health, and provide guidance for finding work. For NGOs, the identification of needs has been made difficult by the delayed reception of refugee dossiers prior to the arrival of refugees. Overall, coordination of services and funding was carried out at a late stage, making the resettlement processes more difficult for service providers and refugees.

Though future resettlement schemes could be feasible, this pilot programme has highlighted several areas for improvement, namely: managing expectations by establishing clear policies and providing consistent information, improving coordination between actors in resettlement, defining programmes and agreements with municipalities hosting refugees and better management of funding for reception and integration processes. Belgium is also facing serious difficulties with the system of asylum, whose capacity has not sufficiently grown to meet the demand. An annual resettlement programme may not be foreseeable until Belgium is better equipped to meet the current demands of asylum-seekers (especially in regards to reception centre capacity).

France

France first began resettling refugees after the WWII in order to rebuild the post-war economy. The first humanitarian resettlement to France took place following the Hungarian revolt in 1957 when approximately 12 700 Hungarian revolutionaries were resettled. Ad-hoc humanitarian resettlement continued in the late 1970's with the arrival of around 15 000 'boat people' from Vietnam. In 1999, in response to the conflict in the Balkans, 6 300 refugees from Kosovo were given temporary protection in France.

To-date there is still no formal law regarding resettlement in France; however in 2008 two events promised that ad-hoc resettlement would be replaced by a more formal commitment to annual resettlement. Firstly, on 10 June 2008, a resettlement operation for Iraqis or 'Irak 500' was implemented whereby 500 Iraqis would be accepted in 2008 and 2009 (later changed to 1 200 Iraqis total over the 2 years). Secondly, an agreement between the UNHCR and the French Ministry of Foreign and European Affairs was signed on 4 February 2008 laying out the structure for creating a national resettlement programme to resettle 100 refugee cases per year.

Legal grounds for resettlement under the agreement between the UNHCR and France (referred to as the national resettlement programme in this text) are based on French legislation on international protection and recognition of the 1951 Convention on Refugees and the UNHCR Mandate. Irak 500 bases resettlement on humanitarian grounds for those representing minorities and vulnerable cases, however there is no direct link to the Geneva Convention. Many of the Iraqis coming to France through this programme were selected and transferred directly from Baghdad and not from a country of asylum such as Jordan or Syria. This aspect of the Irak 500 programme diverges from the definition of resettlement as stated by the UNHCR (see Part I of this guide).

The **quota** is determined under the agreements between the UNHCR and the French Ministry of Immigration. It is based on the general global need and the sharing of responsibility for resettlement among European countries. The UNHCR submits 100 dossier cases per year under the national resettlement programme which could represent 300 to 400 people. In 2008 and 2009, the Iraqi Operation will resettle about

1 200 people. It is important to note that refugees included in this number may come directly from Iraq under protection entry procedures, in addition to those being resettled from camps in Jordan, Syria and Turkey.

The **main actors** involved in the national resettlement scheme include first and foremost, the Ministry of Immigration, Integration, National Identity and Development in Solidarity, the French embassies, the Ministry of Foreign affairs, International Organisation for Migration (IOM), UNHCR, government agencies involved in determining refugee status, reception and integration of asylum seekers and refugees, and NGOs in first countries of asylum and in France.

France does not yet have a **selection mission** programme in-place; instead it relies on submission of **dossier cases** from the UNHCR. Dossiers for the national programme are sent to the UN French Representation in Geneva and are then examined by the Ministry of Immigration. The Ministry of Immigration considers the selected dossiers which fulfil **eligibility criteria** based on the UNHCR Mandate and the French Legislation regarding the granting of international protection. Refugees arriving in France through Irak 500 are identified by UNHCR branches in asylum countries (Jordan, Syria & Lebanon), by the Association of Mutual Aid to Eastern Minorities (AEMO) or by French embassies. All dossiers are then submitted to the Ministry of Immigration who will make the final decision. In practice, in both resettlement schema, France accepts **urgent, emergency** and **vulnerable cases**, however there is no official legislation regarding their place in the quota.

Travel and **medical exams** are organised for all refugees accepted (under the national resettlement programme and the Iraqi Operation) for resettlement by IOM under a framework of cooperation with the French Office of Immigration and Integration (OFII). For the Irak 500 programme in Syria and Jordan, IOM delivers a half-day pre-departure orientation to prepare refugees (14 years of age and older) for travel to France. The orientation also provides an introduction to reception procedures, administrative processes, public assistance, education systems and other practical information about life in France. For the national resettlement agreement, there is no pre-departure CO. IOM and Forum Réfugiés have developed a booklet of information regarding conditions of resettlement and practical information for living in France. The booklet will be given to selected refugees under the national programme prior to their departure.

NGO's involved directly with the resettlement programme include Forum Réfugiés and France Terre d'Asile. Their work with the UNHCR is coordinated by the Ministry of Immigration's Asylum Service. Meetings are held each trimester to evaluate and discuss the progress of resettlement activities in France. These meetings have been a useful way to increase communication between stakeholders and better accommodate the needs of refugees. Under the authority of the Ministry of immigration, the OFII, IOM, France Terre d'Asile, Forum Réfugiés, the Ministry of Foreign Affairs and the French Office for the Protection of Refugees and Stateless Persons (OFPRA) participate in resettlement meetings.

Refugees arriving in the national resettlement scheme are issued a **temporary residence permit** (six months renewable). They are given **refugee status** after a process of protection transfer where the OFPRA verifies and recognises their previous protection status, a process taking a maximum of three months. Iraqis arriving under Irak 500 initially receive a three month, renewable temporary residence permit. It is important to note that refugees arriving through this programme who wish to have refugee status in France need to reapply for asylum upon their arrival in France. Applications are expedited however and have the same general processing time as protection transfer application (see above). Under both regimes, once refugee status is attained a long-term residence permit is granted for a period of 10 years. Immigrants in France who wish to attain **citizenship** may do so after living in the territory for at least 5 years. Refugees however, may apply for citizenship upon receiving their refugee status (or transfer of status) in France.

Refugees arriving in France through the Irak 500 usually welcomed by the OFII at the airport and are transferred to the transit reception centre managed by France Terre d'Asile in Senlis, Créteil (Parisian region) or to the centre in Villeurbanne-Lyon (Rhône region) that is managed by Forum Réfugiés. Within 10 days, they are transferred to one of the 271 reception centres throughout France specialised in asylum. The centres aid refugees in the administrative process for access to financial assistance, education and healthcare. For example, in the Rhône region, the NGO Forum Réfugiés receives refugees and processes their demand for housing, legal assistance, social and psychological support in France. There is no specialised integration programme for resettled refugees. Like all refugees in France **placement**

in municipalities depends on openings for government-assisted housing. Those refugees who wish to access social housing once they leave reception centres may apply in the same fashion as all other individuals in France. Assistance in filling out applications is provided in refugee and asylum centres.

The **integration process** can officially begin once refugee status has been granted in France. Refugees first must sign a reception and integration contract (CAI) where they commit to take language courses as needed and participate in a half-day civic training provided by OFII to become familiar with institutions, laws and principles of the Republic. Free language courses are arranged according to individual needs, in addition to an employment and capacities evaluation. Forum Réfugiés and France Terre d'Asile, along with many other organisations, have developed projects related to housing in order to expedite the process of finding permanent housing. Availability of housing is more challenging in large cities, namely Paris. A recent project (RELOREF) funded by the ERF and managed by France Terre d'Asile provides 'bridging accommodation' for resettled refugees. This project arranges for adequate individual/family housing to bridge the gap between leaving the reception centre and finding more permanent accommodation. Beginning in 2002, Accelair is another example of an integration project that is managed by Forum Réfugiés. With new funding from the ERF in 2008, Accelair continues its mission to open up opportunities for training and employment, along with making significant improvements in availability of housing for refugees.

France is still in the first stages of managing a resettlement quota; however proposals for the ERF allotment for resettlement include initiatives towards integration and pre-departure CO programmes, and solutions for improving reception and housing. In addition to the aforementioned resettlement programmes, France decided to resettle 96 people (Somalis, Eritreans, Sudanese, Ethiopians, Sri Lankans, Cote Ivoirians and Iraqis) who had been granted refugee or subsidiary protection status from Malta. The first group of 92 persons from this operation arrived in July 2009.

Other Programmes/ Projects

In early 2010, France Terre d'Asile's *Observatoire de l'Intégration de Réfugiés* (or Observatory on the Refugee Integration), will be releasing results of research funded by the ERF on the integration of Iraqi refugees resettled through the ad-hoc resettlement programme for Iraqis (Iraq 500) in 2008 and 2009.

Germany

Germany has practiced ad-hoc resettlement for many years, but does not manage a official annual quota for resettlement. Germany was the only country who formally responded to the call for EU Member States to resettle Iraqis in the November 2008 Council Conclusions, committing to resettle 2 500 Iraqis (2 000 from Syria and 500 from Jordan) in 2009². Diverging slightly from the definition of resettlement (see Section I of this guide), this ad-hoc programme gives refugees a temporary residence permit with the option of renewal after three years versus a permanent residency permit that is often given to refugees resettled in other countries.

The first Iraqi refugees resettled to Germany arrived in March 2009. Priority was given to persecuted minorities (mostly Christians), vulnerable cases with specific medical needs (including traumatized victims of persecution) and female-headed households who have family in Germany. Additional, integration capacity is considered, that is the individual's level of education, work experience, language skills or family ties.

Refugees were accepted for resettlement during selection missions: UNHCR submitted dossiers to the Federal Office for Migration and Refugees – *Bundesamt für Migration und Flüchtlinge* (BAMF) under the Ministry of Interior in Nuremberg. On the basis of the UNHCR dossiers, refugees were invited for interviews which were conducted by two teams of BAMF staff in Jordan and Syria.

As stated earlier, a temporary status for three years is given to Iraqi refugees, with which they can legally work. After eight years refugees may apply for German citizenship upon passing a citizenship test and providing proof of employment. Iraqis spend the first two weeks following their arrival in a reception centre (*Grenzdurchgangslager*) located in Friedland, Niedersachsen. During this period, they will be referred to a state or Länder according to the same quota system which is used to allocate asylum seekers in Germany based on the size of Länder and number of refugees already living there. Post-arrival cultural orientation is given at the reception centre, including a presentation of NGOs and other services that will assist refugees after they leave the centre.

Each Länder has a different integration programme; however all refugees can attend

² Final groups of Iraqis are now set to arrive in February 2010.

integration and language courses, in addition to receiving an allowance and housing assistance for a period defined by individual need. There is a strong level of NGO involvement to implement said programmes, including the following actors: Caritas Germany *Deutscher Caritasverband*, the German Red Cross *Deutscher Rotes Kreuz*, Diakonisches Werk, Arbeiterwohlfahrt, Jüdische Wohlfahrt and Paritätischer Wohlfahrtsverband.

Germany has been very careful to avoid a build-up of large communities of refugees from the same country or situation. This may be due to the notion that opportunities for finding housing and receiving adequate services are higher when refugees are dispersed or that refugees are not as inclined to integrate in their new country when they are surrounded by their compatriots. Intentions to disperse refugees may not be completely unfounded. As a result of receiving a large number of asylum seekers from Iraq (over 6 800 applications in 2008), Germany already hosts a large Iraqi refugee community. Nevertheless, the lack of flexibility in this policy has been problematic for persons who wish to live near family members or friends and for others who are sent to small towns or rural locations where transport is less reliable and where the possibility for finding work may be significantly reduced. The resettlement scheme is too new to be able to determine whether this policy will be effective, however it could be assessed in the future for its impact on the integration levels of Iraqi refugees.

Italy

Italy began resettling refugees originating from Iraq after its participation in the EU Fact-Finding Mission to Syria and Jordan that preceded the aforementioned November 2008 Conclusions. The Italian government accepted an ad-hoc agreement to resettle approximately 180 Palestinians from the Al Tanf border camp in Syria in 2009. The Italian Ministry of Interior later returned to Syria to conduct personal interviews with refugees referred for resettlement by the UNHCR. Under this special resettlement programme, 173 refugees have resettled to Italy. Travel to the Rome is organised by IOM. Groups are greeted at the airport by government representatives, IOM and UNHCR. Refugees immediately apply for asylum in Italy with the Commission for the Recognition of Refugee Status who, upon acceptance of their application, will grant refugee status. For beneficiaries of this programme, the recognition of refugee status takes approximately one or two months. Once status is granted, a renewable five-year residence permit is issued. After ten years of residency in Italy, refugees may apply for citizenship.

Following the application for asylum, refugees are taken to Calabria the same day. They are accompanied to independent housing in one of two towns, Riace or Caulonia. Calabria has a regional repopulation law which permits resettlement of refugees in towns which have experienced significant losses in population. Integration is funded and coordinated by the Ministry of Interior though projects are implemented by local municipalities. At the time of writing, no NGOs were involved; however a local union has been concerned with the defence of refugees' rights.

Italy's ad-hoc resettlement scheme followed the guidelines for selection criteria outlined in the November 2008 Conclusions. Al-Tanf, along the Iraq-Syria border is considered one of the most untenable camps for Iraqis and Iraqi Palestinians. Palestinian refugees accepted for resettlement to Italy are not just in need of protection because of the situation in camps, they also represent particularly vulnerable groups including elderly, women-at-risk and medical cases.

Calabria has voluntarily chosen to resettle refugees but the prospects for integration are not clear. In a region of Italy which has experienced economic difficulties and high unemployment, the need for repopulating is evident. Close monitoring will be required to determine the capability of structures to facilitate the long-term integration of refugees. Resettlement of these groups is still in the early stages; therefore no

conclusions can be made about the level of integration or the possibility of engagement in future resettlement schemes.

Luxembourg

Luxembourg has no official resettlement programme however it has occasionally carried out ad-hoc resettlement. The decision by the Luxembourg Government in June 2009 to resettle 28 Iraqi refugees, made following the November 2008 Council Conclusions (see 'Belgium' in this chapter), demonstrated the country's interest in taking part in the EU effort to find a durable solution for Iraqi refugees. In mid-October 2009, the first arrivals were met at the airport by members of Luxembourg's Red Cross, the organisation responsible for reception and integration procedures for the Sunni Muslims accepted for resettlement (seven persons). Caritas is responsible for the other 21 persons whom are Christians and arrived in November 2009. Luxembourg didn't specify criteria for cases but rather agreed to consider the dossiers referred by UNHCR.

All Iraqis arriving through this agreement must apply for refugee status in Luxembourg, a process which is expedited, lasting less than a week for the first arrivals. Refugee status allows one to register at the municipal town hall and receive a permanent residence permit with the possibility of applying for citizenship after seven years of residency. Refugees assisted by the Red Cross are immediately taken to independent housing which is provided for by the Luxembourg Office Luxembourgeois pour l'Accueil et l'Intégration (OAFI-Office of Reception and Integration) until tenants have the means to pay for their housing expenses. Those whom Caritas assists stay initially with a family sponsor for two months during which time the OAFI administration finds appropriate independent housing. Social workers from both Caritas and the Red Cross assist refugees in finding schools for their children, applying for financial assistance and arranging healthcare coverage. The OAFI covers 100% of medical expenses upon arrival. Eventually, refugees will need to choose a health insurance provider, however the government will continue to reimburse the majority of healthcare costs. Iraqis are placed in housing generally close to or in the largest cities, Luxembourg City and Esch-sur-Alzette. At the time of writing, there are no future plans to resettle Iraqis or any other group in 2010.

Portugal

Resettlement in Portugal began under an ad-hoc programme in 2006 when two groups of refugees were resettled. Firstly, twelve persons of various nationalities (DRC, Ivory Coast and Liberia) from the Moroccan border with Algeria who had been repeatedly refouled by Moroccan authorities to the desert, followed by a smaller group of five persons (Ethiopian and Eritrean) who were found in very severe conditions aboard a boat in the Mediterranean Sea near Malta. All 17 persons were recognised as refugees by the Portuguese government and accordingly were issued refugee cards. As a result, in 2007, the Portuguese government became an official resettlement country by establishing an annual quota of a minimum of 30 refugees to be resettled in the country through a Resolution of the Council of Ministers.

The law that presently governs resettlement is the Asylum Law 27/2008. The definition of a refugee in Portuguese law is in keeping with the 1951 Convention definition and by law; all refugees under the UNHCR mandate are considered for resettlement. Refugees are identified by UNHCR, who sends the dossiers to the Portuguese authorities, namely the Ministry of Interior and the Aliens and Borders Services. Upon arrival, persons resettled to Portugal are given either refugee or humanitarian protection status, depending on their case. The aforementioned groups resettled in 2006 from Malta and Morocco were given residence permits based on humanitarian protection needs (see Article 6 of the Portuguese Asylum Law). Refugees arriving through the resettlement programme are given a refugee card and are granted permanent residence. After a period of six years resettled refugees may apply for citizenship.

There are no restrictions on acceptance of vulnerable refugees for resettlement. Portugal is also prepared to accept emergency cases however, to-date no emergency cases have been submitted. In general, the policy surrounding resettlement allows consideration for a diverse group of nationalities and vulnerable cases (medical cases, WAR and emergency, for example). When vulnerable cases can be anticipated, Portugal plans to utilise the ERF funds designated for assisting such cases in the arrival, reception and integration processes.

The main actors involved in resettlement are the Ministry of Interior, the Ministry of Foreign Affairs, the Aliens and Border Service, UNHCR and the Portuguese Refugee Council (CPR). Article 35 of the Asylum Law (27/2008) outlines each actor's role in

resettlement. The UNHCR submits all cases to the Ministry of Interior and the Portuguese Immigration Service (Aliens and Border Service) and ensures the processing of and the decision-making on applications are made within two weeks. The CPR is informed regarding pending resettlement applications and has five days to render consultative input upon said applications. The Government member responsible from the Ministry of Interior makes a final decision within 15 days.

The role of CPR in the resettlement process concerns two phases: reception (first six months) and integration. Cooperation and liaising between the two major national actors implicated in integration, the Social Security Service and Santa Casa da Misericórdia (Portuguese Catholic Church General Office for Charity), is deeply promoted by the CPR. Due to Portugal's centralised political system, municipalities are not involved in resettlement decision-making or reception and integration programmes. Nevertheless, they are considered an important partner in operational meetings to encourage cooperation and awareness of the presence and needs of refugees, and involvement in aspects of integration such as access to employment possibilities.

Portugal does not carry out selection missions but rather considers cases submitted on a dossier basis by the UNHCR. There is no pre-departure cultural orientation (CO) set in place. Travel is organised by the UNHCR who relays the details of departure and arrival to Portuguese authorities. Representatives from the Immigration Service and the CPR receive refugees at the airport and accompany them to CPR's centralised reception centre in Lisbon where lodging is provided for six months (asylum-seekers are allowed a two month stay). The centre provides legal and social assistance along with employment training.

Once they have settled in, refugees receive a three-hour CO programme informing them of the history and geography of Portugal and the EU, along with practical information on culture, society and social services which they can access. Resettlement experts need to be capable of exerting technical, social and emotional skills, so that socio-cultural orientations can be adequately delivered to resettled refugees. Portuguese language classes are not obligatory but are greatly emphasised and made available the week after refugees' arrival with the option of being continued after they have left the reception centre. A 'Life Project' is created for each individual resettled including references and advice for integration and social inclusion with an outward look on the future. The CRP emphasises the importance of

getting to know the host society to enable integration. Current integration projects such as Starting Again (funded by the European Economic Area –EEA and managed by the Portuguese Commission for Citizenship and Gender Equality), compliment the work of national employment agencies (the Portuguese Institute for Employment and Training and the Cabinet of Professional Inclusion) by helping refugees in their search for training and employment. Starting Again creates a direct relationship with companies which provides more opportunities for refugees and facilitates the process of hiring.

The CRP's social department assists in finding adequate housing for refugees to prepare for their departure from the reception centre. Most refugees find housing close to the city centre in Lisbon or in its environs. The cost of housing is covered by Santa Casa da Misericórdia until refugees have secure means to pay for housing (usually about 2 years). After leaving the reception centre refugees are able to consult social services and can see their social worker once a week if necessary. The Government's Social Security programme covers the cost of time spent in the reception centre (usually 6-8 months) and provides general financial assistance until the refugee's income reaches a determined level. Due to the fact that the integration process is assisted by various actors and projects, there is no specific integration sum applied to resettled refugee cases.

In 2009, Portugal has received 12 Congolese (DRC) refugees identified in June 2008 under UNHCR's Regional Protection Programme (RPP) scheme. The government hopes to fill the quota of 30 persons by December 2009. At the time of writing, UNHCR is preparing dossiers to present 18 more persons for resettlement before the end of year.

Part III

Chapter 4 – Central Europe

CZ	Czech Republic	(coming in 2010)
RO	Romania	(coming in 2010)
OTHER INITIATIVES	Other Initiatives	(coming in 2010)

Table I – Main Features of European Resettlement Programmes (Updated in 2009)

The table below provides an overview of the resettlement programmes in Europe discussed in Part III.

Nordic Countries

	Denmark	Finland	Iceland	Norway	Sweden
Start of official programme	1978	1979	1996	1992	1950
Quota	11 500 /three-year period	750 /year	25-30 /year	1 200 /year	1 900 /year
Legal Grounds	<ul style="list-style-type: none"> - 1951 refugee definition - Humanitarian grounds 	<ul style="list-style-type: none"> - 1951 refugee definition - Persons in need of protection who do not fall under the 1951 Convention 	<ul style="list-style-type: none"> - 1951 refugee definition 	<ul style="list-style-type: none"> - 1951 refugee definition 	<ul style="list-style-type: none"> - 1951 refugee definition - Persons in need of protection who do not fall under the 1951 Convention (risk of execution, corporal punishment, torture, armed conflict)

	Denmark	Finland	Iceland	Norway	Sweden
Resettlement Criteria	<ul style="list-style-type: none"> - Protection needs - Integration potential 	<ul style="list-style-type: none"> - Protection needs - UNHCR criteria for RST - Conditions to receive and integrate in FI 	- UNHCR criteria for RST	<ul style="list-style-type: none"> - Protection needs - Service capacity 	- Protection needs
Special Categories	TOM (30)	VOT, medical, WAR, UAC, elderly	WAR	Medical (20 cases), UAC, WAR	No specific formulation of special categories
In-country selection	Approx. 400 /year	650	25-30 /year	Remaining quota places	Approx. 950 /year
Dossier selection	Approx. 100 /year	100 (urgent & emergency)	No	100	Remaining quota places
Urgent & Emergency	75	100	No emergency	90 emergency No urgent	350
Pre-departure Cultural Orientation	1 week; Gov (occas. with municipality)	3 days; IOM	<u>Before selection;</u> Gov & Red Cross	4 days; IOM	1 week; Gov & municipality (not implemented on regular basis)

	Denmark	Finland	Iceland	Norway	Sweden
Status upon arrival	Convention, subsidiary protection or humanitarian status (TRP)	Convention refugee status (PRP)	Convention refugee status (TRP)	Convention refugee status (TRP)	Application for refugee status after arrival (PRP)

Western Countries

	Ireland	The Netherlands	United Kingdom
Start of official programme	1998	1977	2003
Quota	200 /year	2 000 /four-year period	750 /year
Legal Grounds	<ul style="list-style-type: none"> - 1951 refugee definition - Humanitarian grounds 	<ul style="list-style-type: none"> - 1951 refugee definition - Humanitarian grounds 	<ul style="list-style-type: none"> - 1951 refugee definition
Resettlement Criteria	<ul style="list-style-type: none"> - Protection needs - Majority on legal & physical protection grounds 	<ul style="list-style-type: none"> - Protection needs - Humanitarian considerations - Integration potential 	<ul style="list-style-type: none"> - Protection needs
Special Categories	WAR, elderly, medical, VOT (20% of quota)	TOM (30), VOT, WAR	Elderly, WAR, VOT
In-country selection	Approx.160	400 /year	750

	Ireland	The Netherlands	United Kingdom
Dossier selection	Vulnerable cases or 20% of quota	100 /year	Approx. 100 under Mandate Programme
Urgent & Emergency	No emergency	Yes (no fixed number)	No
Pre-departure Cultural Orientation	1-2 days, Gov	4 days; COA	3 days; IOM, Occas. language inst. 2,5 weeks
Status upon arrival	Programme refugee status (TRP)	Revocable asylum permit (TRP)	Convention refugee status (PRP)

Sources: *Ministries of Immigration, Integration and Foreign Affairs and other Government bodies involved in decision-making, services and oversight of annual quotas for resettlement.*

Abbreviations and acronyms:

TOM: Twenty-Or-More or Ten-Or-More (medical programme)

VOT: Victim of Torture or violence

WAR: Women at Risk

UAC: Unaccompanied Children

Gov: Government

RST: Resettlement

UNHCR: United Nations High Commission for Refugees

IOM: International Organisation for Migration

COA: Central Agency for the Reception of Asylum Seekers and Refugees

PRP: Permanent Residence Permit

TRP: Temporary Residence Permit

Table II– Main Features of European Resettlement Programmes

Main features of introduction and integration programmes in the European resettlement countries discussed in Part III.

Country	Denmark	Finland	Iceland	Norway	Sweden	Ireland	The Netherlands	United Kingdom
Pre-Arrival Cultural Orientation (CO)	1 week (DIS)	3 days (IOM) (until end 2009)	Approx. 1 hour	1-2 days (Gov)	4 days (COA)	4 days (IOM)	Occasionally (SMB, Municipality)	3 days (IOM), Occas. language inst. 2,5 weeks
Reception/ services on Arrival	DIS, Municipality	Finnish Red Cross, Municipality	Icelandic Red Cross, Municipality	Resettlement Team	COA	Municipality	Municipality	Varies depending on location/group
Centralised Reception	No	No	No	8 weeks orientation programme (resettled refugees only)	3-6 months orientation programme (resettled refugees only)	No	No	No
Municipal Commitment to place refugees	Required	Voluntary	Voluntary	Voluntary	Required	Voluntary	Voluntary	Voluntary
Group Placement Policy	Factor of consideration	25–50 persons (all refugees)	25-30 (resettled refugees)	5–15 families (resettled refugees)	20–25 persons (resettled refugees)	Factor of consideration	Factor of consideration	Factor of consideration

Country	Denmark	Finland	Iceland	Norway	Sweden	Ireland	The Netherlands	United Kingdom
Integration/ Support Programme for refugees	3 years Language and Danish culture courses, employment training	3 years (Individual plan) Language and Finnish culture courses, employment training	1 year Language and Icelandic culture courses, employment training	18 months, home visits (where necessary) Language courses, employment training	1-2 years (Individual plan) Language and Dutch culture courses, employment training	2 years Language and Norwegian culture courses, five-year social assistance programme	2 years average (Individual plan) Language and Swedish culture courses, employment training	1 year (Individual plan), support and assistance programme
Government contribution to municipalities	NA	€ 6.223 < 7 years, € 1.952 > 7 years (lump sum pp)	NA	NA	€ 4.000 (lump sum pp)	€69.045 adult refugee (lump sum pp)	€ 17.200 adult refugee, € 10.550 for a refugee child, € 6.450 +65 years (lump sum pp)	€ 15.000 in 2007 updated amt. NA
NGO Assistance to Refugees	Service contracts with local authorities (DRC) Countrywide volunteers (3 000)	Service contracts with local authorities Volunteers act as support persons (Finnish Red Cross trained)	Service contracts with Gov., Icelandic Red Cross trains volunteers for 'support family' programme	Resettlement Steering Committee, supports and provides services to local authorities	Service contracts with local authorities DCFR implements Social Guidance programme, Countrywide volunteers (7 200)	Social integration projects, Norwegian Red Cross volunteer guides	Service contracts with municipalities (occasional) Volunteer Services (complement)	RIAP has service contracts with Home Office, Volunteer Services (complement RIAP services)

DIS: Danish Immigration Service; **IOM:** International Organisation for Migration; **COA:** Central Agency for Asylum seekers and Refugees; **SMB:** Swedish Migration Board; **Gov:** Government bodies; **DRC:** Danish Refugee Council; **DCFR:** Dutch Council for Refugees; **RIAP:** Resettlement Inter-Agency Partnership; **N/A:** Not applicable