

Proposed process for consultation - community organisation refugee sponsorship category

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Proposed process for consultation - community organisation refugee sponsorship category

Date:	22 May 2017	Priority:	Medium
Security classification:	In Confidence	Tracking number:	3389 16-17

Purpose

To provide you with information on the proposed consultation process regarding the community organisation refugee sponsorship category, and to seek your feedback on this process.

Recommended action

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

a **Note** that you attended the Heads of Churches meeting with the Prime Minister on 10 May 2017 and agreed that the church leaders present would be consulted on the policy settings for the community organisation refugee sponsorship category.

Noted

b Note that you agreed to provide an update to the church leaders present at the 10 May meeting regarding the proposed process and timeline for consultation on the category by 24 May 2017

Noted

Note that you have taken a number of decisions on the policy settings for the category, some of which we propose to consult on and others which will only be communicated to community organisations

Noted

- d Agree that officials consult with organisations on the following aspects of the policy:
 - (i) the roles and responsibilities of organisations in the implementation of the category
 - (ii) eligibility criteria for sponsoring community organisations
 - (iii) selection criteria for refugee candidates

Agree / Disagree

e **Indicate** whether and how you would like the proposed requirement for sponsored refugees to settle outside Auckland to be included in the consultation process

☐ Exclude

□ Communicate

□ Consult

Indicate whether there are any other organisations that you wish to add to the list of proposed consultees (Annex One)

Yes / No

g Agree that officials notify the organisations listed at Annex One, and any others you would like to include, on the proposed consultation process and timeline

Agree / Disagree

h **Note** that officials expect to begin the consultation process during the week of 5 June 2017, with a report back on the results of the consultation and a draft Cabinet paper to be provided to you in early July 2017.

Noted

Siân Roguski Manager, Immigration Policy

22 / 05 / 2017

Hon Michael Woodhouse Minister of Immigration

Background

- 1. In June 2016, Cabinet agreed to pilot a community organisation refugee sponsorship category that would be an alternative form of admission for 25 refugees in 2017/18 to complement the existing refugee quota.
- Since then the Ministry of Business, Innovation and Employment has provided you with three briefings in relation to possible settings for the pilot (1290 16-17, 1721 16-17 and 2808 16-17 refer). The most recent of these indicated that officials would consult with community organisations concerning their capacity and capability to provide resettlement services to refugees.
- 3. On 10 May 2017, you attended a meeting with the Heads of Churches and the Prime Minister where the community organisation refugee sponsorship category was discussed. There was significant interest from church leaders to be involved in the development of the policy settings for the pilot. You agreed that the church leaders attending the meeting would be consulted on the policy settings and that an update on a proposed consultation process would be provided to them within two weeks.

Proposed consultation material

- We are developing a consultation document covering two sections (more detail on each section is provided below):
 - Section A Background and base requirements for the category
 - Section B Rolicy settings which we are seeking feedback on.
- 5. It will be made clear that this stage of the consultation process is focused on gaining a better understanding of capacity and capability of community organisations, and that it is not the process to select sponsoring community organisations.

Section A - Background and base requirements for the category

- This section will provide background information and also outline the base requirements regarding the category. We do not intend to seek feedback from stakeholders on this part of the consultation document but they will be able to provide comments if they wish.
- 7. This section will cover:
 - <u>Background information on the category</u> including New Zealand's obligations and
 responsibilities concerning refugees, that this is part of the government's response to
 the refugee crisis, and that the category provides a vehicle to harness the significant
 offers of public assistance to support refugee settlement.

- Overarching principles/objectives of the category distinguishing the role of the
 category compared to the refugee quota, focusing on selecting refugees who are
 more likely to become self-sufficient over a shorter timeframe and enabling
 community organisations to take more responsibility in refugee settlement.
- Refugee settlement outcomes an overview of the five outcome areas under the New Zealand Refugee Resettlement Strategy in which successful refugee settlement progress can be measured (self-sufficiency, participation, health and wellbeing, education and housing).
- Base requirements for the category informing stakeholders of the mandatory eligibility criteria for applicants under the category (which we are not seeking feedback on):
 - are mandated as refugees under the 1951 Refugee Convention
 - o meet security and biometric checks and immigration risk assessment
 - are not eligible under other New Zealand refugee categories, and
 - o meet health requirements.

Section B - Policy settings which we propose seeking feedback on

- 8. This section will seek organisations' views on some key areas of the category where they may have valuable contributions to make.
- 9. This section will cover:
 - Roles and responsibilities outlining roles and responsibilities that organisations may
 have in the implementation of the category, including the United Nations High
 Commissioner for Refugees (UNHCR), Immigration New Zealand (INZ) and
 community organisations. Organisations will be invited to describe the role that they
 envisage that they can play, including any involvement in nominating candidates for
 the category as you have previously discussed with officials.
 - <u>Eliqibility criteria for sponsoring cummunity organisations</u> asking organisations for their view on what the selection framework or criteria should be for sponsoring community organisations. You have agreed a number of eligibility criteria which we could refer to generally in the consultation document to help draw out views from stakeholders:
 - o it is registered as a legal entity
 - o it has demonstrated experience of working successfully with refugees or other vulnerable people
 - o it has the financial capacity to meet its settlement responsibilities, and
 - o it has the capability and capacity to deliver settlement services for sponsored refugees and provide assistance in the achievement of employment outcomes.
 - <u>Selection requirements for refugee candidates</u> we consider that some of the areas that you have agreed as eligibility criteria should be communicated to organisations for teedback. We propose that feedback is sought on the following areas:
 - English language ability
 - Skills/ work experience/ qualifications, and
 - Maximum age of principal applicants.
- 10. You have agreed that sponsored refugees will be required to settle outside of Auckland (1721 16-17 refers). This is an important aspect of the policy which would be of particular interest to stakeholders given that it may affect the ability of community organisations that are based solely in Auckland to provide settlement services. We would like your view on

whether this particular aspect of the policy should be communicated to or consulted on, or whether you would prefer that this aspect of the policy was excluded from the consultation.

Consultation process and timeline

Community organisations to be consulted

11. A proposed list of individuals and organisations that will be contacted as part of this consultation process is attached in Annex One. These individuals and organisations have either expressed an interest in the pilot or have been identified by officials as likely to be interested. Attendees of the Heads of Churches meeting on 10 May 2017 are included in this list.

Proposed process and timeline for consultation

- 12. We are developing a consultation document, covering the consultation information explained above, that will be emailed to individuals and community groups. We propose that stakeholders be given around two weeks to provide a response to the consultation document and have an opportunity to meet with officials shortly after the response period to discuss the consultation material and their responses if they wish.
- 13. We expect to start the consultation in the week begining 5 June 2017. We are working to the following updated timeline with a view to the paper being considered by Social Policy Committee (SOC) in late July 2017 seeking Cabinet agreement to the operational parameters of the pilot.

Milestones and indicative timing

Key milestones	Timing
Officials update organisations on consultation process and timing	Following Minister's agreement
Organisations provided with the consultation document	Week begining 5 June
Organisations' responses received	Week begining 19 June
Organisations have the opportunity to meet with officials	Late-June
Report back to Minister on consultation and draft Cabinet paper Draft paper forwarded to Minister of Fereign Affairs for consideration	Early July
Cabinet paper considered by SOC and announcement of details regarding the pilot	Late July

Annex

Annex One: Individuals and groups to be consulted on the community organisation refugee sponsorship category.

Annex One: Individuals and groups to be consulted on the community organisation refugee sponsorship category

Amnesty International

Anglican Church in New Zealand

Anglican Diocese of Wellington

s 9(2)(a)

(part of a group of individuals based in Christchurch)

Asylum Seekers Support Trust

Auckland Refugee Family Reunification Trust

Auckland Resettled Community Coalition

Baptist Church

Barnabas

Canterbury Refugee Council

Caritas

Catholic Church

Chair, Church Leaders Aotearoa New Zealand

Chair, Heads of Churches Group

ChangeMakers Refugee Forum

Human Rights Foundation

Manawatu Refugee Forum

Methodist Church

Nelson Refugee Forum

New Zealand Refugee Council

NZ Council of Christian Social Services/

NZ Interfaith Group

Presbyterian Church

Presbyterian Support Services

Refugee Council

Refugee Family Reunification Trust

Refugee Sector Strategic Alliance

Salvation Army

Waikato Refugee Forum



Community organisation refugee sponsorship category: Consultation and update on policy options

Date:	18 J	luly 2017		Priority:	Medium	C
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Hon Scott Sin Associate Minis	npson ster of I	mmigrati	Copy for you	r information	N/A	
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Name		Positio		Telephone		1st contact
Siân Roguski		Manage Immigra	er, ation Policy	04 901 3855	s 9(2)(a)	/
Kate Manners		Policy A	Advisor, ation Policy	04 896 5924	N/A	
The following	departı	ments/a	gencies have bee	n consulted		
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Community organisation refugee sponsorship pilot category Consultation and update on policy options

Date:	18 July 2017	Priority:	Medium	00
Security classification:	In Confidence	Tracking number:	0039 17-18	1

Purpose

The purpose of this paper is to:

- provide you with an update on consultation with selected interested groups and individuals
 on the policy design of the community organisation refugee sponsorship pilot category, and
- seek your agreement to policy options for the identification of refugee candidates for the pilot intake.

Executive summary

In June 2016 Cabinet agreed in principle to pilot a community organisation refugee sponsorship category [CAB-16-MIN-0271]. A number of policy decisions on the design of the category have been taken, with the exception of the process for identification of refugee candidates. As directed, the Ministry of Business, Innovation and Employment (the Ministry) has undertaken a consultation process on this aspect of the policy design, along with other previously agreed settings, with a selection of interested groups and individuals (3389 16-17 refers).

This paper presents two options for your consideration:

- (i) sponsoring organisations select approved refugee candidates to sponsor (the Ministry's preferred option), or
- (ii) sponsoring organisations nominate the specific refugee cases that they wish to sponsor.

The Ministry recommends the first option, as it enables unbiased selection of candidates and has a number of operational advantages in regards to implementation of the category. The Ministry considers that this is a strong starting point for the pilot intake, which could enable evaluation of how the scheme works in practice and how it could be scaled up in the future, should the Government wish to do so.

Feedback from consultation included concerns regarding the proposed language, skill and age requirements for refugee candidates. These concerns were in regards to a perceived lack of alignment with a humanitanan policy. This paper presents an option to reconsider these requirements in light of the feedback.

Recommended action

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

a **Note** that you have already agreed a number of policy settings in relation to the pilot category (a summary of previously agreed settings is provided at Annex 1)

Noted

- b Note the key themes that have emerged from the consultation process:
 - (i) support for a role for sponsoring organisations in the identification of refugee candidates for the category
 - (ii) concerns about the requirement for sponsored refugees to meet language, skills and age criteria
 - (iii) support for proposed eligibility requirements for sponsoring community organisations, and
 - (iv) some opposition to the proposal to exclude Auckland as a settlement location for refugees in this category

Noted

Options for identification of refugee candidates

c Agree that:

Either (the Ministry's preferred option)

(i) Following assessment by Immigration New Zealand, community organisations select the refugee(s) that they wish to sponsor from a list of approved refugees

Agree / Disagree

Or

(ii) Refugee candidates are nominated by sponsoring community organisations for assessment by Immigration New Zealand

Agree / Disagree

Options for proposed eligibility requirements for refugee candidates

d Agree to:

Either (the Ministry's preferred option)

- (i) Retain the previously agreed language, skill and age requirements, that an eligible principal applicant must meet
 - English language ability that is sufficient that the applicant can read, understand and respond to questions in English (2808 16-17 refers)
 - A minimum of three years' work experience (in the same occupation or within the same or related sector) or a qualification requiring a minimum of two years' tertiary study (2808 16-17 refers)
 - Are aged 18-45 years (1721 16-17 refers)

Agree / Disagree

Or

(ii) Remove language, skill and age requirements from the category

Agree / Disagree

e **Note** that, following your agreement to the options outlined in this paper, officials will prepare a Cabinet paper for submission to EGI on 9 August 2017 with the following timelines:

Key milestones	Timing
Ministry officials provide a draft Cabinet paper to the Minister of Immigration to be forwarded to the Minister of Foreign Affairs for consideration and feedback	27 July
Ministers' feedback provided to the Ministry	31 July
Ministry officials provide the Minister of Immigration with a revised draft Cabinet paper following Ministers' feedback	1 August
Lodgement of revised draft Cabinet paper	3 August
Cabinet paper considered by EGI	9 August
Cabinet consideration and announcement of details regarding the new category	14 August

Noted

Siân Roguski Manager, Immigration Policy

18 , 07 , 2017

Hon Michael Woodhouse Minister of Immigration

Background

- 1. In June 2016, Cabinet agreed to pilot a community organisation refugee sponsorship category (the new category) that would be an alternative form of admission for 25 refugees in 2017/18 to complement the existing refugee quota [CAB-16-MIN-0271].
- 2. The Ministry has provided you with three briefings in relation to possible settings for the pilot (1290 16-17, 1721 16-17 and 2808 16-17 refer). You have taken decisions on the following aspects of the policy design for the new category (a detailed summary of previously agreed policy settings is provided at Annex One):
 - eligibility requirements for refugee candidates
 - eligibility requirements for sponsoring community organisations
 - settlement location of sponsored refugees in New Zealand, and
 - sponsored refugees' eligibility to access government funded services.
- 3. You are yet to take decisions on the process for identification of refugee candidates for the pilot intake.
- 4. You directed Ministry officials to undertake a consultation process on the proposed policy settings for the new category with a selection of groups and individuals that either expressed interest in the new category or who were identified by Ministry officials as likely to be interested in providing input (3389 16-17 refers). The consultation process is now complete.

Overview of the consultation process

- 5. Selected groups and individuals were provided with a consultation document inviting feedback on the following proposed policy settings for the new category:
 - eligibility requirements for refugee candidates

- identification of refugee candidates
- eligibility requirements for sponsoring community organisations, and
- settlement location of sponsored refugees in New Zealand.
- 6. The consultation document was emailed to 32 groups or individuals. Fourteen submissions were received, and two groups made a joint submission. A list of groups and individuals that made submissions is provided at Annex Two. In addition to written submissions, Ministry officials met with seven groups to discuss their written submissions.
- 7. The overall tone of the consultation process was positive, and groups welcomed the opportunity to provide feedback on the policy design of the category. There was a considerable focus on the Canadian refugee sponsorship categories, as some groups had travelled to Canada to learn about the system there, or had Canadian counterparts who had been involved in refugee sponsorship. Most groups recognised that the significant differences in the scale and maturity of the Canadian system meant that it was difficult to replicate the Canadian system for this pilot intake in New Zealand.
- 8. Ministry officials consider that strong feedback necessitates further consideration of some previously agreed policy settings, specifically the inclusion of language, skill and age requirements for refugee candidates.

Assessment of policy options for the identification of refugee candidates for the pilot intake

- 9. Two policy options are assessed according to their alignment with the intent of the Community Organisation Refugee Sponsorship, which is:
 - (i) to provide an alternative form of admission for refugees to complement the refugee quota (policy intent one), and in doing so to respond to the scale of refugee numbers requiring international protection and the United Nations High Commissioner for Refugees (UNHCR) encouragement of member states to consider alternative forms of admission to help expand protection places [CAB-16-MIN-0271], and
 - (ii) to provide an opportunity for community organisations to actively engage in refugee resettlement and to contribute to successful refugee outcomes in New Zealand (policy intent two; 1290 16-17 refers).

Key messages from consultation

- 10. Most of the submissions were supportive of an identification process that would enable sponsoring community organisations to nominate candidates for inclusion in the category, on the basis that it would enhance engagement of community organisations with the category and may contribute to improved outcomes for sponsored refugees. Most submissions were supportive of a role for immigration New Zealand (INZ) in conducting security and settlement assessments for nominated candidates. Some organisations noted that it might take years for a sponsor to be able to make a nomination.
- 11. Some submissions opposed any involvement of community organisations in the identification of refugee candidates for the category on the basis that such a process would risk undermining the impartiality and fairness of existing UNHCR and INZ referral and assessment processes.
- 12. Many submissions made reference to the Canadian private refugee sponsorship scheme, in which private sponsors are able to nominate candidates for resettlement. There was a reasonable level of agreement that nomination of candidates may not be feasible or practicable for New Zealand's one-off pilot intake of 25 refugees; however, several groups indicated that they would like to see a process for nomination of candidates by sponsoring organisations in future iterations of the category. Key insights from the most recent evaluation of the Canadian refugee sponsorship programmes are provided at Annex Three.

Two options for identification of refugee candidates for the pilot intake

Option One: Community organisations select the approved candidates that they wish to sponsor

- INZ provides details of the eligibility criteria for refugee candidates to the UNHCR.
- UNHCR refers potential candidates to INZ, where UNHCR information indicates that
 they meet the eligibility criteria of the category.
- INZ assess candidates according to the eligibility requirements of the category and select 25 successful candidates.
- Sponsoring community organisations access information about the 25 successful
 candidates and nominate the cases they wish to sponsor.

Option Two: Candidates are nominated by sponsoring community organisations for INZ assessment

- INZ provides details of the eligibility criteria for refugee candidates to the sponsoring community organisations.
- Sponsoring community organisations provide details of the specific refugee cases that
 they wish to sponsor to INZ, having taken steps to determine whether these cases meet
 the eligibility criteria of the category.
- INZ assess nominated candidates according to the eligibility requirements of the category and selects 25 successful candidates.
- INZ informs sponsoring community organisations about whether their nominated candidate(s) have been successful.
- 13. These options have a number of implications in regard to operational processes, alignment with the policy intent and the potential for unintended consequences. These are detailed in the following table. Insights from other countries' rerugee sponsorship programmes have been taken into account in considering these options, and some insights from the Canadian scheme is provided at Annex Three.

Option One (preferred): Community organisations select the approved candidates that they wish to sponsor

Option Two: Candidates are nominated by sponsoring community organisations for INZ assessment

Alignment with the policy intent: To provide an alternative form of admission for refugees that complements the refugee quota

- Supports this policy intent and ensures that the category represents an alternative form of admission by focusing on refugee cases that may not otherwise be prioritised for resettlement.
- Provides limited scope for the policy to focus on refugee cases that may not otherwise be prioritised for resettlement as the preferences of community organisations may not align with this policy intent.

Alignment with the policy intent: To provide an opportunity for community organisations to engage in refugee resettlement

- Supports this policy intent and allows for a "best fit" to be made between approved refugee candidates and sponsoring community organisations.
- Supports this policy intent and may increase community organisations' commitment to and engagement with the category.
- In practice, it is likely that sponsoring organisations would be limited in some way in their ability to nominate candidates. Inability of sponsoring organisations to make a nomination within time or geographical limitations would delay the implementation of the pilot intake, or may necessitate UNHCR referral of candidates.

Table continued on next page

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Option One (preferred): Community organisations select the approved candidates that they wish to sponsor	Option Two: Candidates are nominated by sponsoring community organisations for INZ assessment
Potential unintended consequences	
 Potential for misuse of the category or introduction of bias in the selection of refugee candidates is minimised as candidates will be referred by the UNHCR. 	Based on the submissions on the policy it is possible that community organisations would nominate family members of refugees from their communities which would cut across the existing family reunification policy.
	Potential for nominations to favour particular groups (such as religious or ethnic groups) which may result in the policy appearing to disadvantage refugees on the basis of such characteristics.
	 Potential for misuse of the category through payment for sponsorship.
Scalability	
 This process could be scaled up to provide an ongoing pool of approved refugees for sponsors to choose from. 	 It would be difficult to streamline this process if the category was expanded or continued.
Operational considerations	.0
 The UNHCR is well placed to refer candidates that are likely to meet the eligibility requirements of the category, increasing the likelihood that 25 successful candidates will be identified. 	It is unclear how the sponsoring community organisations will make an assessment as to whether the specific cases they nominate meet the eligibility requirements of the category, which would result in declined
 Allows for refugees to be identified in alignment with refugee quota selection 	applications and limited ability to ensure that the category is implemented by June 2018.
missions, increasing the efficiency of travel for offshore assessment by INZ.	 Nominated cases would need to be queued for consideration by INZ.
OK .	 Nominated cases may be geographically dispersed, increasing the time and cost required to assess candidates.

14. On balance, the Ministry recommends Option One: sponsoring community organisations select the approved candidates that they wish to sponsor, as this option enables unbiased selection of candidates and has a number of operational advantages in regards to implementation of the category. The Ministry considers that this is a strong starting point for the pilot intake, which could enable evaluation of how the scheme works in practice and how it could be scaled up in the future, should the Government wish to do so.

The options for identification of refugee candidates have different implementation timelines

- 15. Decisions on which option to proceed with will have implications for the timing of implementation of the pilot intake following the Cabinet decision in August. These implications may affect the likelihood that refugees under this category will arrive by the end of the 2017/18 financial year.
- 16. If refugee candidates are referred by the UNHCR, it is possible to start the referral process immediately after a Cabinet decision in August 2017. INZ on- and off-shore assessment could begin in September 2017, and would likely occur in a single region. The UNHCR is well-placed to provide referrals and it is likely that 25 successful applicants will be selected. This process would occur at the same time as the process for selecting suitable sponsoring community organisations.

If refugee candidates are referred by sponsoring community organisations, it will be necessary to select sponsors before referral of refugee candidates can begin. Development of the expression of interest (EOI) process for potential sponsors can begin after a Cabinet decision, and a call for EOIs will be made in October 2017. Successful applicants will be determined and notified in November 2017, at which point INZ could receive the details of the specific refugee cases that organisations wish to sponsor and begin on- and off-shore assessment. It is not known whether community organisations' nominees are likely to neet the eligibility requirements of the category. Candidates may also be geographically dispersed, and the time and cost required to conduct offshore assessment will be known until nominations are received.

Concerns regarding language, skill and age requirements

- You previously agreed that in addition to meeting a set of mandatory requirements, principal 18. applicants in the pilot intake will be required to meet the following eligibility criteria on the basis that they are likely to contribute to successful settlement outcomes:
 - English language ability that is sufficient that the applicant cap read, understand and respond to questions in English (2808 16-17 refers)
 - a minimum of three years' work experience (in the same occupation or within the same or related sector) or a qualification requiring a minimum of two years' tertiary study (2808) 16-17 refers)
 - are aged 18-45 years (1721 16-17 refers).
- All but two of the fourteen submissions¹ did not agree with the above requirements on the basis that selecting candidates according to these criteria is incompatible with a humanitarian category. Particular concerns that were identified included the likelihood that these requirements would exclude people of low socioeconomic status and women that may experience unequal access to education in their countries of origin or refuge from applying as a principal applicant.
- 20. In addition, some submissions detailed concerns regarding the suitability of the proposed requirements to ensuring good settlement outcomes, in particular that international qualifications and work experience and not be recognised in New Zealand and as such would not enhance a refugee's ability to secure employment.
- You have previously agreed that eligible refugee candidates for the category must not be eligible under other categories such as the Refugee Family Support Category and must be mandated as refugees under the 1951 Refugee Convention (the Convention; 1721 16-17 refers). Input was not sought on these requirements, however, several submissions noted that they would like to see the category used for family reunification. In addition, a small number of submissions expressed strong opposition to the requirement for refugees to be mandated under the Convention.²
- Considering the teedback from consultation, officials have further analysed the options to 22. either continue with or remove these eligibility requirements alongside the intent of the policy and the likely settlement outcomes for sponsored refugees. Details are provided in the table on the next page.

1 s 9(2)(ba)(i)

supported the proposed

language, skill and age requirements. 2 s 9(2)(ba)(i)

were opposed to the

requirement for refugees to be UNHCR mandated.

Option One (status quo; preferred): Include language, skill and age requirements	Option Two: Remove language, skill and age requirements
Alignment with the policy intent: To provide an alter complements the refugee quota	native form of admission for refugees that
The additional requirements enhance the ability of the policy to provide an alternative pathway for refugees that are unlikely to be prioritised for resettlement and yet are likely to have good settlement outcomes.	As candidates are still required to be ineligible for resettlement under other categories, the category will still represent an alternative form of admission to the refugee quota and refugee family support category.
Alignment with the policy intent: To provide an opporefugee resettlement	ortunity for community organisations to engage in
Community organisations are able to engage in provision of resettlement services for refugees. However, the potential for perception of the category as not a humanitarian policy may result in lower engagement with the programme.	Community organisations are able to engage in provision of resettlement services to refugees, and may be more likely to engage with the programme.
Settlement outcomes	
Good settlement outcomes for sponsored refugees are likely, particularly in regards to employment and self-sufficiency.	The category will be less able to select refugees that are likely to achieve successful settlement outcomes quickly.

23. The Ministry considers that both options regarding the inclusion of language, skill and age requirements in the category support the intent of the policy. On balance, we recommend maintaining the status quo and including these requirements to increase the likelihood of positive settlement outcomes for sponsored refugees.

Support for proposed eligibility criteria for sponsoring organisations

- 24. The consultation document outlined the proposed eligibility requirements for sponsoring community organisations, to which you have previously agreed (1721 16-17 refers; a summary of previously agreed settings is provided at Annex 1).
- 25. There was broad support for the proposed eligibility criteria across submissions, on the basis that sponsoring community organisations will need to be appropriately resourced in order to provide resettlement services to refugees. Several submissions emphasised the importance of training and support for sponsoring community organisations to ensure that they deliver services in a culturally competent way.

Settlement location

- 26. You have previously agreed that refugees that are sponsored under this category will be required to settle outside of Auckland (1721 16-17 refers). The consultation document outlined this proposal.
- 27. Most submissions were opposed to automatic exclusion of Auckland as a settlement location for refugees uncler this category. They noted that this would restrict a large number of Auckland based community organisations from participation in the category and would prevent sponsored refugees from making use of some unique services available in Auckland.
- 28. Despite opposing the exclusion of Auckland as a settlement location, most submissions considered that it may be appropriate to exclude Auckland as a settlement location for the pilot intake of refugees given current accommodation and infrastructure pressures. However, they noped that Auckland would be reconsidered as a settlement location for any intakes of community organisation sponsored refugees that may occur beyond this pilot.
- 29. In considering the response from the consultation process, the Ministry recommends that you proceed with the previously agreed proposal to exclude Auckland as a settlement location for

sponsored refugees in the pilot intake of this category, noting that there is strong interest in Auckland being included as a settlement location in any future refugee intakes under this category.

Financial implications

30. Details of the funding required to implement the new category will be provided in the draft Cabinet paper [CAB-16-MIN-0271]. The paper will seek agreement to additional funding required for implementation of the category.

Next steps

31. With your agreement to the recommendations set out in this paper, the Ministry is working to the following timeline:

Key milestones	Timing
Ministry officials provide a draft Cabinet paper to the Minister of Immigration to be forwarded to the Minister of Foreign Affairs for consideration and feedback	27 July
Ministers' feedback provided to the Ministry	31 July
Ministry officials provide the Minister of Immigration with a revised draft Cabinet paper following Ministers' feedback	1 August
Lodgement of revised draft Cabinet paper	3 August
Cabinet paper considered by EGI	9 August
Cabinet consideration and announcement of details regarding the new category	14 August
Call for expressions of interest from sponsoring community organisations	October
Applications from potential sponsoring community organisations considered	November
Sponsored refugees in New Zealand	By June 2018

- 32. The draft Cabinet paper will [CAB-16-MIN-0271]:
 - include the criteria for the refugees to be approved residence under the new category
 - include the criteria for, and responsibilities of, the sponsors
 - include the evaluation criteria for the new category, and
 - seek agreement to the funding required for implementation of the new category.

Annexes

Annex One: Summary of previously agreed settings for the category

Annex Two: List of organisations that made submissions on the policy design of the category

Annex Three: Insights from Canadian research

Annex One: Summary of previously agreed settings for the category

Eligibility requirements for sponsored refugees

You agreed that applicants under the category:

- must not be eligible for admission to New Zealand under other categories (1721 16-17 refers)
- must be mandated as refugees under the 1951 Refugee Convention (1721 16-17 refers)
- must pass security risk assessments (1721 16-17 refers), and
- meet the same acceptable standard of health as is required of residence class visa applicants (2808 16-17 refers).

You agreed that principal applicants under the category:

- must be aged 18 to 45 years (1721 16-17 refers)
- English language ability that is sufficient that the applicant can read understand and respond to questions in English (2808 16-17 refers), and
- a minimum of three years' work experience (in the same occupation or within the same or related sector) or a qualification requiring a minimum of two years' tertiary study (2808 16-17 refers).

You also agreed that sponsored refugees (1721 16-17 refers):

- Will be eligible to access the same government-funded welfare, employment and housing support, education and and heatth services and quota refugees
- Are required to settle outside of Auckland.

Eligibility requirements for sponsoring community organisations

You agreed that community organisations participating in the category must meet the following criteria (1721 16-17 and 2808 16-17 refer):

- are registered as a legal entity
- have experience of working successfully with vulnerable people or refugees
- have the financial capacity to meet settlement responsibilities, and
- have the capability and capacity to deliver settlement services for sponsored refugees and provide assistance in the achievement of employment outcomes.

In addition, you agreed that sponsored refugees would receive support from sponsoring organisations for up to two years (1721 16-17 refers).

You agreed that the detailed and final selection criteria for sponsoring community organisations be developed following a Cabinet decision (2808 16-17 refers).

Evaluation of the pilot intake

You agreed that a detailed evaluation framework would be fully developed following Cabinet decisions, with progress reported to you and other interested Ministers (2808 16-17 refers).

You have also noted that limited information will be available when measuring long term settlement outcomes of the refugee sponsorship category when decisions are made on the refugee quota in 2018, but that an initial review would be undertaken to ensure that the pilot is working as intended and to inform future settings (1721 16-17 refers). Settlement outcomes of refugees in the pilot intake will be monitored alongside the Refugee Resettlement Strategy (1290 16-17 refers).

Annex Two: List of organisations that made submissions on the policy

Some of the following organisations were not part of the list of organisations that Ministry officials had compiled for consultation, but were forwarded the consultation document by associated or parent organisations (such as the Refugee Sector Strategic Alliance).

Amnesty International (also met with Ministry officials)

Anglican Church in Aotearoa New Zealand(also met with Ministry officials) s 9(2)(a) (part of a group of individuals based in Christchurch)

Auckland Resettled Community Coalition

Catholic Archiocese of Wellington (also met with Ministry officials)

ChangeMakers Refugee Forum (also met with Ministry officials)

Interpreting New Zealand (part of the Refugee Sector Strategic Alliance)

Multicultural Learning and Support Services (part of the Refugee Sector Strategic Alliance)

New Zealand Red Cross (also met with Ministry officials)

New Zealand Refugee Council

Refugees As Survivors

Refugee Family Reunification Trust and Community Law Wellington and Hutt Valley (joint submission; also met with Ministry officials)

St Addai Chaldean Catholic Church

The Salvation Army

Annex Three: Insights from Canadian research

The Canadian private refugee sponsorship category enables sponsoring organisations and groups to nominate specific refugee cases that they wish to sponsor. The following insights from the most recent government evaluation of Canadian refugee resettlement programmes have been taken into account in the consideration of the two policy options for the identification of refugee candidates for the pilot intake:³

- the approval rate for privately nominated refugees is around 69%; this relatively low rate is thought to be partly a result of nominating organisations' lack of detailed knowledge of the cases they refer
- processing times for privately sponsored refugees range from 36 to 54 months, with 80% of cases taking 54 months to process (compared with 14 months for the government assisted programme)
- 62% of privately sponsored refugees are sponsored by a member of their family
- 4% of privately sponsored refugees reported that their sponsor required that they provide money before travelling to Canada
- engagement of sponsors appears to be more effective in the privately sponsored refugee category when compared with blended visa categories that do not involve community organisation nomination of refugee cases.

³ Evaluation of the Resettlement Programmes (GAR, PSR, BVOR and RAP). Immigration, Refugees and Citizenship Canada, July 2016.



Draft Cabinet paper – Community Organisation Refugee

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Name		Position		Telephone			1st contact
Siân Roguski		Manager, Immigration	on Policy	04 901 3855	s 9(2)(a)	V
Kate Manners		Policy Ad	visor	04 896 5924	N/A		
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Draft Cabinet paper – Community organisation refugee sponsorship category

Date:	27 July 2017	Priority:	Medium
Security classification:	In Confidence	Tracking number:	0256 17-18

Purpose

To seek your feedback on a draft Cabinet paper on the policy design and additional funding required for the Community Organisation Refugee Sponsorship Category.

Recommended action

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

Note that in June 2016, Cabinet agreed to pilot a Community Organisation Refugee Sponsorship Category and invited the Minister of Immigration, in consultation with the Minister of Foreign Affairs to report back to invited to report back to the Cabinet Economic Growth and Infrastructure Committee on the details of the proposed category [CAB-16 MIN-0271]

Noted

Agree to forward this briefing and draft Cabinet paper to the Minister of Foreign Affairs and the Minister of Finance

Agree / Disagree

Agree to provide feedback on the draft Cabinet paper (Annex One) by 31 July 2017

Agree / Disagree

Note that Ministry officials will provide you with further advice, including any costing implications, regarding the service design of the category (for example, the government funding for offshore health assessments, international travel to New Zealand for sponsored refugees and a tailored reception programme for sponsored refugees at the Mangere Refugee Resettlement Centre)

Noted

Note feedback from the Ministry of Foreign Affairs and Trade, the Ministry of Health, the Ministry of Education, the Ministry of Social Development and the Treasury on the draft Cabinet paper (Annex One)

Noted

Note the proposed timing for the paper to be considered by the Cabinet Economic Growth and Infrastructure Committee on 9 August 2017.

Noted

PP

Siân Reguski Manager, Immigration Policy

7,07,17

Hon Michael Woodhouse **Minister of Immigration**

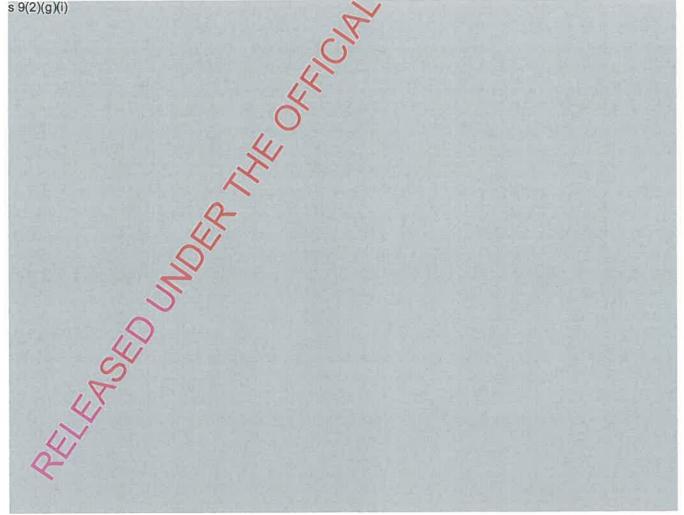
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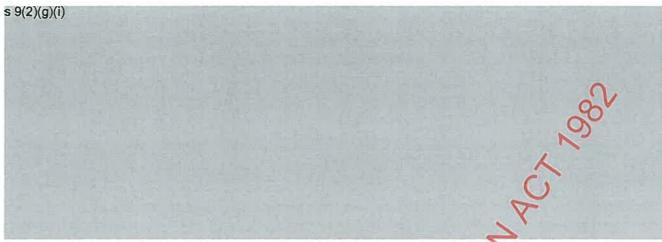
Background

- In June 2016, Cabinet agreed to pilot a Community Organisation Refugee Sponsorship Category (the new category) that would be an alternative form of admission for 25 refugees in 2017/18 to complement the existing refugee quota [CAB-16-MIN-0271]. The Minister of Immigration, in consultation with the Minister of Foreign Affairs, was invited to report back to the Cabinet Economic Growth and Infrastructure Committee (EGI) on the details of the proposed new category, including:
 - the criteria for the refugees to be approved residence under the new category;
 - the criteria for, and responsibilities of, the sponsors;
 - the evaluation criteria for the new category; and
 - seeking agreement to the funding required.
- 2. The Ministry of Business, Innovation and Employment (the Ministry) has provided you with four briefings in relation to settings for the pilot (1290 16-17, 1721 16-17, 2808 16-17 and 0039 17-18 refers). You have made a number of decisions on the policy design for the pilot intake of refugees under the new category.

The draft Cabinet paper

3. The Ministry of Business, Innovation and Employment has drafted a Cabinet paper seeking agreement to the proposed policy design and funding required for the pilot intake of refugees under the new category. The draft Cabinet paper is provided in Annex One. The proposed policy design reflects the decisions that you have previously taken on the new category.





9. In 2012, Cabinet agreed that the Refugee Resettlement Strategy would apply to Refugee Quota intakes from 1 July 2013, with proposals for extension to other refugee categories to be referred to Cabinet [SOC(12)7 refers].

Further advice on service design and costing implications

- 10. Ministry officials will provide you with further advice, including any costing implications, regarding the service design of the category by 1 August 2017. This advice will include further detail on the funding of a tailored programme at the Mangere Refugee Resettlement Centre, international travel and health screening costs for sponsored refugees.
- 11. Given that sponsoring community organisations will be nominating candidates for the category, there is a risk that government funding of the offshore health assessment, international travel to New Zealand and a tailored reception programme for sponsored refugees may raise public expectations that other refugee categories, that are not currently eligible for this support (such family members of refugees who are sponsored under the Refugee Family Support Category), should also be provided the same services.
- 12. This risk could be mitigated through effective communication of the details of the pilot category, including that information is not yet known about the capacity of community organisations to provide settlement services to refugees and that the reception programme at the Mangere Refugee Resettlement Centre (MRRC) is an important handover period between INZ and sponsoring community organisations.
- 13. There is an option to require spensoring community organisations to cover the cost of international travel and health screening and for the reception programme and MRRC to be removed.

Consultation with agencies

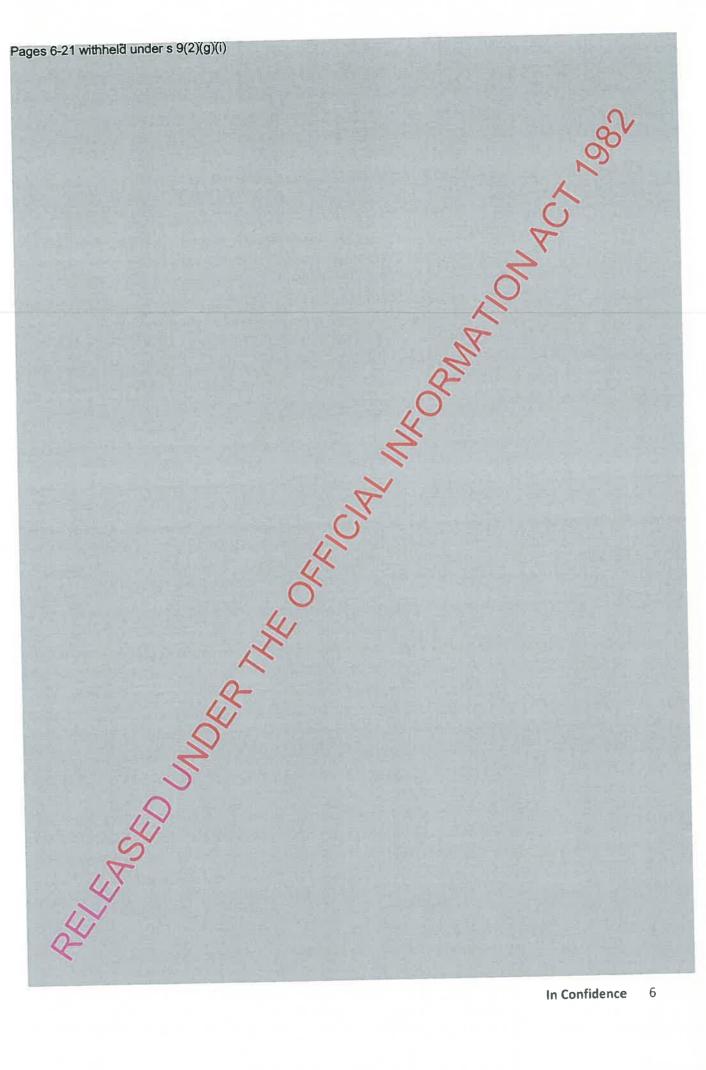
- 14. The Ministry of Foreign Affairs and Trade, the Ministry of Health, the Ministry of Education, the Ministry of Social Development and the Treasury have been consulted on the draft Cabinet paper. The Minister of Finance has not yet agreed to the additional funding for the new category.
- 15. There was no substantive comment on the paper from Ministry of Foreign Affairs and Trade, the Ministry of Health, the Ministry of Education or the Ministry of Social Development. s 9(2)(g)(i)



Next steps

- The Ministry recommends that you forward this briefing and draft Cabinet paper to the Minister of Foreign Affairs and the Minister of Finance for consideration.
- Ministry officials are working to the timeline, included on the following page, with a view to 20. the paper being considered by EGI on 9 August 2017.

Key milestones	V	Timing
The Minister of Immigration forwards the draft Cabinet paper to the Minister of Foreign Affairs and the Minister of Financ consideration and feedback	er (Annex One) e for	27 July
Ministers' feedback provided to the Ministry		31 July
Ministry officials will provide you with further advice includi implications, regarding the service design of the category	ng any costing	1 August
Ministry officials provide the Minister of Immigration with a Cabinet paper following Ministers' feedback	revised draft	2 August
Lodgement of revised Cabinet paper		3 August
Cabinet paper considered by EGI		9 August
Cabinet consideration and announcement of details regard category	ling the new	14 Augus
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Final Cabinet Paper - Community Organisation Refugee Sponsorship Category

Date:	2 Au	ıgust 201	7	Priority:	Medi	Medium			
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Draft Cabinet Paper – Community organisation refugee sponsorship category

Date:	2 August 2017	Priority:	Medium
Security classification:	In Confidence	Tracking number:	0316 17-18

Purpose

To seek your agreement to lodge the attached Cabinet paper (Annex One) on the policy design and funding required for the Community Organisation Refugee Sponsorship Category.

Recommended action

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

a. **Note** that a draft Cabinet paper was provided to you on 27 July 2017 regarding the policy design and funding required for the Community Organisation Refugee Sponsorship paper (0256 17-18 refers)

Noted

b. **Note** that changes have been made to the Cabinet paper in line with your feedback provided at the Officials' meeting on 31 July 2017

Noted

c. **Note** that there was no substantive feedback on the Cabinet paper from the Minister of Foreign Affairs, the Minister of Finance or the Department of the Prime Minister and Cabinet

Noted

d. Agree to lodge the attached Cabinet paper (Annex One) with the Cabinet Office by 10am Thursday 3 August 2017, for consideration by the Cabinet Economic Growth and Infrastructure Committee (EGI) on Wednesday 9 August 2017

Agree / Disagree

e. **Note** that officials will provide you with supporting information by Monday 7 August 2017 for your attendance at the EGI meeting

Noted

Siân Roguski

Manager, Immigration Policy

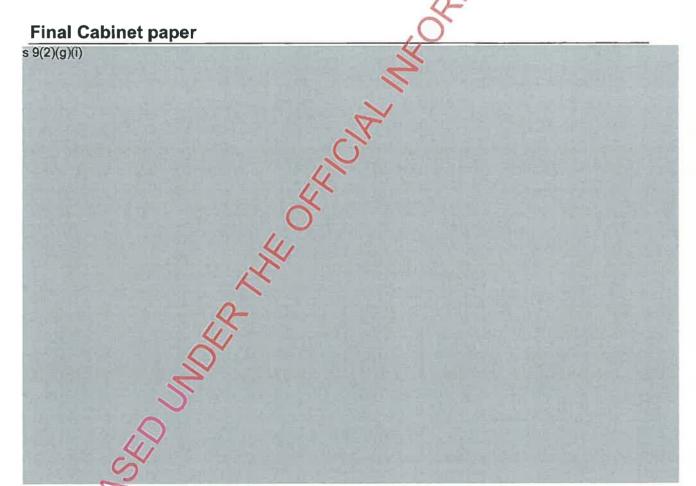
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Hon Michael Woodhouse **Minister of Immigration**

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Background

- 1. In June 2016, Cabinet agreed to pilot a Community Organisation Refugee Sponsorship Category (the new category) that would be an alternative form of admission for 25 refugees in 2017/18 to complement the existing refugee quota [CAB-16-MIN-0271]. You were invited, in consultation with the Minister of Foreign Affairs, to report back to the Cabinet Economic Growth and Infrastructure Committee (EGI) on the details of the proposed community organisation refugee sponsorship category, including:
 - (i) the criteria for the refugees to be approved residence under the new category;
 - (ii) the criteria for, and responsibilities of, the sponsors;
 - (iii) the evaluation criteria for the new category; and
 - (iv) the funding required.
- 2. We provided you with a draft Cabinet paper on 27 July 2017 regarding the policy design and funding required for the new category (0256 17-18 refers). You provided feedback on the draft Cabinet paper at the Officials' meeting on 31 July 2017.
- 3. We recommended that you forward the draft Cabinet paper to the Minister of Foreign Affairs and the Minister of Finance for their consideration.



6. The Minister of Foreign Affairs and the Minister of Finance did not have any substantive feedback on the Cabinet paper.

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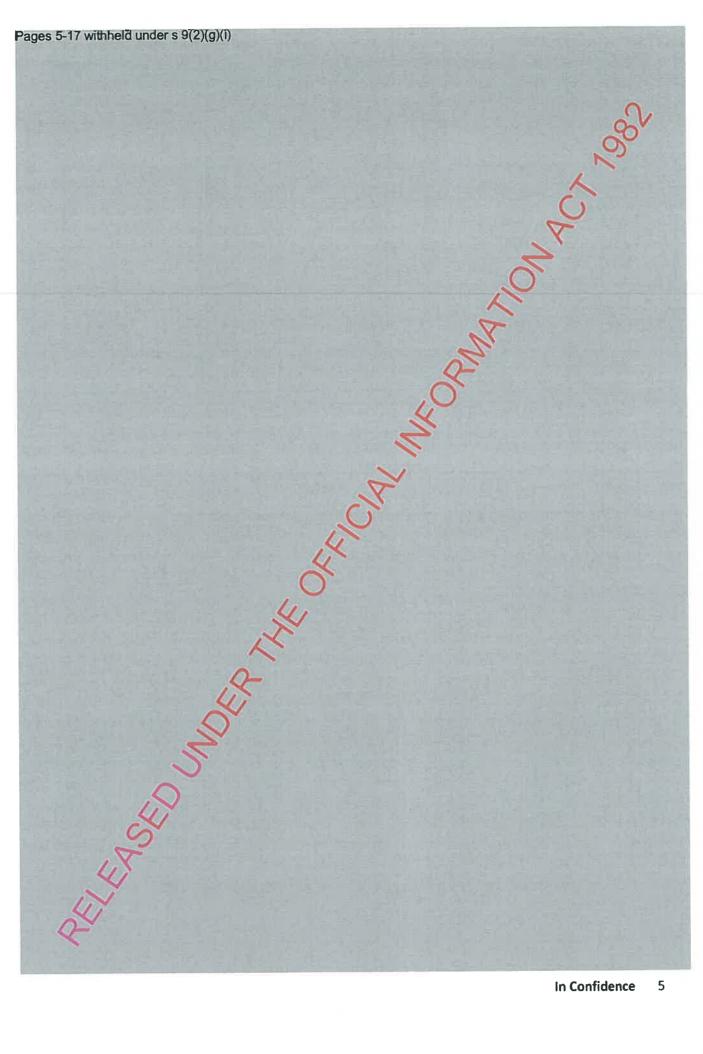
8. The final version of the Cabinet paper is attached for your consideration (Annex One). An electronic copy of the Cabinet paper with key changes highlighted has also been provided to your office.

Next steps

- 9. If you are satisfied with the Cabinet paper, it can be lodged with the Cabinet Office by 10am Thursday 3 August 2017, for consideration by EGI on Wednesday 9 August 2017
- 10. Officials will provide you with supporting information by Monday 7 August for your attendance at the EGI meeting.

Annex

Annex One: Cabinet Paper - Community Organisation Refugee Sponsorship Category





Information to support discussion at EGI – Community organisation refugee sponsorship category

Date:	8 Augu	8 August 2017		Priority:	Medi	Medium	
Security classification:	In Confidence		Tracking number:		0352 17-18		
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Hon Minister Woodhouse Minister of Immigration			Note the recommendations 10.30am, 9 A 2017				
Hon Scott Simpson Associate Minister of Immigration			Copy for your information			N/A	
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Contact for tele	phone	discussion	on (if required)	11			
Name Position				Telephone			1st contact
Siân Roguski Manager, Immigration			on Policy	04 901 3855	s 9(2)(a)		✓
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Information to support discussion at EGI – Community organisation refugee sponsorship category

Date:	8 August 2017	Priority:	Medium
Security classification:	In Confidence	Tracking number:	0352 17-18

Purpose

To provide you with information on the Cabinet paper Community Organisation Refugee Sponsorship Category, which is being considered at the Cabinet Economic Growth and Infrastructure Committee (EGI) meeting on 9 August 2017.

The following officials from the Ministry of Business, Innovation and Employment (the Ministry) will be present to support you on this item:

- Shane Kinley, Policy Director, Labour and Immigration Policy
- Kate Manners, Policy Advisor, Immigration Policy
- Steve McGill, General Manager, Settlement, Protection and Attraction

Recommended action

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

a. **Note** the feedback that has been received from the Minister of Finance and the Minister for Social Housing on the Cabinet paper

Noted

b. Note the talking points for the discussion at EGI that are provided in Annex One

Noted

Siån Roguski

Manager, Immigration Policy

08,08,2017

Hon Michael Woodhouse **Minister of Immigration**

Background

- 1. In June 2016, Cabinet agreed to pilot a community organisation refugee sponsorship category (the new category) that would be an alternative form of admission for 25 refugees in 2017/18 to complement the existing refugee quota [CAB-16-MIN-0271]. The Minister of Immigration, in consultation with the Minister of Foreign Affairs, was invited to report back to the Cabinet Economic Growth and Infrastructure Committee (EGI) on the details of the proposed community organisation refugee sponsorship category, including:
 - the criteria for the refugees to be approved residence under the new category;
 - the criteria for, and responsibilities of, the sponsors;
 - the evaluation criteria for the new category; and
 - seeking agreement to the funding required.
- 2. This paper, Community Organisation Refugee Sponsorship Category, has been lodged and will be considered by EGI on Wednesday August 9.

Feedback on the paper

- 3. Feedback on the Cabinet paper was sought from agencies and other Ministers before the paper was lodged.
- 4. The Minister of Foreign Affairs did not have any substantive comments. A small amendment to the paper was made as a result of feedback from the Department of the Prime Minister and Cabinet (0316 17-18 refers).



Talking points

8. Attached in Annex One are key talking points that cover the decision being sought and areas of potential interest that may be discussed at the meeting.

Annex

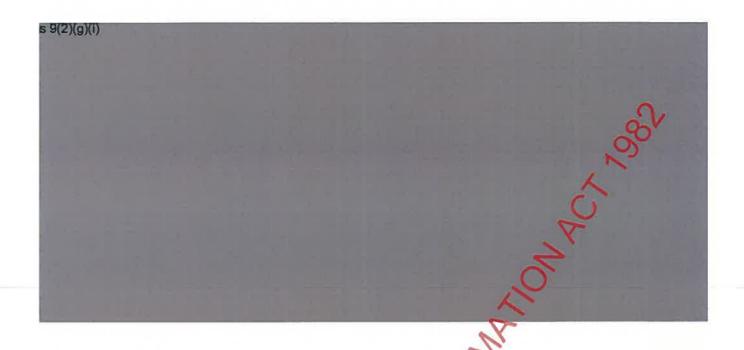
Annex One: Key talking points for EGI











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