

DIRECTORATE-GENERAL FOR INTERNAL POLICIES

POLICY DEPARTMENT **C**
CITIZENS' RIGHTS AND CONSTITUTIONAL AFFAIRS



**Comparative study on the
best practices for the
integration of resettled
refugees in the
EU Member States**

STUDY



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JUSTICE, FREEDOM AND SECURITY

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Abstract

This study examines the question of the integration of resettled refugees in Europe, by analysing the policy framework for resettlement and refugee integration and the practices at the national and the European level. The study is illustrated with examples from various Member States. Drawing from existing guidelines and global recommendations on integration and resettlement, the study underlines good practices and challenges and puts forward proposals to improve national resettlement programmes and to promote a better resettlement policy in Europe.

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LIST OF ABBREVIATIONS

AMF	Asylum and Migration Fund
ATCR	Annual Tripartite Consultations on Resettlement
CBPs	Common Basic Principles on Integration
CCME	Churches' Commission for Migrants in Europe
CO	Cultural orientation
ECRE	European Council on Refugees and Exiles
EASO	European Asylum Support Office
EIF	European Integration Fund
ERF	European Refugee Fund
EUI	European University Institute
ICMC	International Catholic Migration Commission
IDP	Internally displaced person
IOM	International Organization for Migration
JHA	Justice and Home Affairs Council
WGR	Working Group on Resettlement
UNHCR	United Nations High Commissioner for Refugees
NGO	Non-governmental organisation

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EXECUTIVE SUMMARY

Background

In March of 2012, after years of consideration and planning, the European Union adopted a Joint EU Resettlement Programme. The adoption of this Joint Programme is a positive step towards increasing the number of resettlement places made available by EU Member States, providing solutions for a greater number of refugees globally.

However, while efforts have concentrated on the need to increase the numbers of resettled in Europe, there has been relatively little attention paid to the question of integration of resettled refugees and the sustainability of these programs. This is linked to the fact that there has been generally little attention paid to the integration of refugees in Europe in general.

With the recent launch of the Joint EU Resettlement Programme, it is timely to analyse the guidelines and recommendations put forward at the European and global levels, assess current resettlement practices among partners, and consider proposals for action at the national and EU level to ensure that increased resettlement is accompanied by effective integration.

Aim

This objective of this study is to provide an overview of the situation regarding the integration of refugees resettled in Europe, with a particular focus on the policies, practices and shortcomings. The study comprises four chapters. Chapter 1 presents and analyses the EU policies in the areas of resettlement and integration, with a particular focus on the development of the joint EU resettlement programme. Chapter 2 analyses the main guidelines and recommendations on the integration of resettled refugees put forward by stakeholders, including the United Nations High Commissioner for Refugees (UNHCR), IOM and civil society organizations. Chapter 3 presents the cases of 16 Member States that practice resettlement; including both countries with a regular programme and those that offer resettlement places on an ad hoc basis. Chapter 4 draws this information together to analysis national policies and the EU framework for resettlement and integration against the set of guidelines and principles presented in sections 1 and 2. The chapter concludes with drawing out best practices and recommendations for actions at the EU level.

KEY FINDINGS

While efforts have concentrated on the need to increase the numbers of resettled in Europe, there has been relatively little attention paid to the question of integration of resettled refugees and the sustainability of these programs.

- There is currently no definition and no commonly agreed standards and guidelines against which to assess the integration of refugees, including resettled refugees in Europe.
- While in certain cases specialised support and services are necessary for resettled refugees, generally speaking the main need remains to enhance the quality and broaden the scope of mainstream integration services, from which all refugees,

including resettled, benefit.

- The tripartite character of resettlement should be strengthened, through regular consultation between Member States, UNHCR and NGOs.
- EASO should enable cooperation, information exchange and synergies between Member States, but also between Member States and NGOs. EASO could also facilitate joint selection missions, trainings, sharing of best practices and the development of methodologies to assess resettlement programmes and their sustainability.
- For a resettlement programme to be effective as both a protection tool and a durable solution, resettled refugees should have a long-term legal residence status on arrival.
- The Common Basic Principles would theoretically also apply to refugees, and hence also resettled refugees. For refugees, the main concerns are the earliest possible access to general and later tailored integration measures, education and the recognition of qualifications, access to and quality of housing, job opportunities. In addition, for resettled refugees a regular follow up on their integration success is demanded.
- It is important to keep refugees at the centre of all efforts, strengthen receiving communities and foster partnerships to ensure that refugees are supported to integrate
- Focusing on the 'integration potential' can often be discriminatory and undermine the need to resettle those most at risk. There is much evidence to show that refugees who may have been the most vulnerable and disadvantaged can integrate given the right support. It is therefore more crucial to focus on the integration capacity of receiving communities.
- Resettlement is by its nature planned in advance. Most states could better take advantage of this ability to plan in advance to prepare the receiving communities, the service delivery partners, and the refugees themselves.
- A stable and regular national programme supports overall national capacities for sustainable programmes
- Regular predictable programmes with sustained funding are also more likely to have positive outcomes. Capacities and the quality of service are impacted by the availability of funding.

INTRODUCTION

Resettlement defined

Resettlement under the auspices of the United Nations High Commissioner for Refugees (UNHCR) involves the selection and transfer of refugees¹ from a State in which they have sought protection to a third State that has agreed to admit them - as refugees - with permanent residence status.

The status provided by the resettlement State ensures protection against *refoulement* and provides a resettled refugee and his/her family or dependants with access to civil, political, economic, social and cultural rights similar to those enjoyed by nationals. Resettlement also carries with it the opportunity to eventually become a naturalized citizen of the resettlement country.²

UNHCR estimates that approximately 800,000 persons are in need of resettlement. As one of three durable solutions UNHCR is mandated to implement in cooperation with states, resettlement provides international protection to refugees whose life, liberty, safety, health or other human rights are at risk in the country where they sought refuge. Where local integration is not an option, and voluntary repatriation is not viable or feasible in the near future, resettlement may be the only durable solution available, especially in protracted refugee situations.³

To meet these needs countries are encouraged to establish reliable and predictable resettlement programmes to accept refugees referred by UNHCR. Offering resettlement places is not an international obligation, but rather a generous expression of international solidarity and responsibility sharing. States who have committed themselves to offer regular resettlement quotas are considered "Resettlement States" by UNHCR. Other states contribute by offering places on an ad hoc basis. The number of refugees in need of resettlement outstrips the number of places available by approximately 10 to 1.

Europe's contribution to global resettlement

In March of 2012, after years of consideration and planning, the European Union adopted a Joint EU Resettlement Programme. The adoption of this Joint Programme is a positive step towards increasing the number of resettlement places made available by EU Member States, providing solutions for a greater number of refugees globally.

Despite commitments from eight new European resettlement states since 2005, (Belgium, Bulgaria, Czech Republic, France, Germany, Hungary, Portugal, and Romania), European states together contribute less than 8 per cent of the annual resettlement places on offer around the world.⁴ Together the 27 EU countries offer only 5,000 places, while the US, Canada and Australia resettle approximately 60,000 refugees a year.

While participation in the joint programme is on a voluntary basis, increased coordination and larger financial benefits arising from the programme will hopefully create more resettlement places in Europe. The joint programme will provide EU Member States with

¹ Exceptions can be made for non-refugee stateless persons for whom resettlement is considered the most appropriate durable solution, and also for the resettlement of non-refugee dependent family members to retain family unity. See UNHCR (2011 a), *UNHCR Resettlement Handbook*, Geneva, page 1.

² Ibid.

³ Some 7.2 million refugees are in Protracted Refugee Situations (PRS) - situations in which refugees have lived in exile for 5 years or more, and where there is a low likelihood of resolving their situation in the near future.

⁴ See Table 3 for a list of EU member state resettlement quotas and recent arrival numbers.

additional funding for the reception and integration of resettled refugees in local communities, in particular those European countries that are considering developing a resettlement programme. The joint programme also provides financial support for the resettlement of a greater number of highly vulnerable refugees or refugees from a larger number of priority situations.⁵

The importance of integration

However, the effectiveness of resettlement as a durable solution depends upon ensuring that resettled refugees have the opportunity to integrate into their new communities.

UNHCR's ExCom Conclusion No. 104 defines integration as "a dynamic and multi-faceted two-way process leading to full and equal membership in society." This includes preparedness by refugee communities to adapt to host societies without giving up cultural identity, and the receiving communities and institutions equally ready to welcome refugees and meet the needs of a diverse population. The process is complex and gradual, comprising legal, economic, social and cultural dimensions.

During the last decade the foundations of a common EU migration policy were gradually established, recognizing that the effective management of migration by EU Member States is of common interest, bringing benefits such as strengthened economies greater social cohesion, and cultural diversity. However, there has been relatively little attention paid to refugees in the integration discussions, and the particular situation of the small number of resettled refugees arriving in Europe has rarely warranted specific attention.

METHODOLOGY

The present study brings together two different policy areas, resettlement and integration in Europe, and the analysis of the relation between these two proves complicated and challenging for a number of reasons. It is therefore important to acknowledge first and foremost the studies own limitations.

The first challenge lies in the fact that despite the information that exists on the legal and policy frameworks and integration practices in EU Member States, there is very little information and data specifically on the *integration of resettled* refugees. A number of evaluation reports exist that typically assess the implementation of specific programs during the resettlement process, but provide only very limited information on the actual impact of these programs on resettled refugees in the medium and long term, in other words on their integration outcomes.⁶ They are usually reports prepared by organisations and service providers carrying out the programme at a given point in time. It would potentially require longitudinal or cohort studies to measure and observe certain groups over a period of time in order to draw conclusions on integration outcomes.

Moreover, considering the small number of refugees resettled to Europe annually, and the even smaller breakdown of this number at national level, it would be difficult to draw conclusions that are representative enough beyond individual cases. The small number of

⁵ See UNHCR (2012 a) "UNHCR welcomes adoption of Joint EU Resettlement Programme" Briefing Notes, 30 March 2012, Geneva.

⁶ See for example the following: Platts-Fowler, D. and Robinson D. (2011), *An evaluation of the Gateway Protection Programme*, a report commissioned by the UK Home Office 2011; France Terre d'Asile (2011), *Le Réinstallation Des Réfugiés: Bonnes Pratiques et Propositions pour favoriser l'Intégration*, FTDA, 2011; Ekholm E., Magennis S., and Salmelin L., (eds.) (2005), *Shaping Our Future. A Practical Guide to the Selection, Reception and Integration of Resettled Refugees*, Helsinki; Dutch Ministry of Justice, WODC, (2008), *Resettled refugees: Policy and social position in national and international perspective*, Den Haag: Boom Juridische uitgevers (in Dutch).

resettled refugees in particular make it impossible to undertake a strict analysis of the integration impact of specific integration measures: in order to evaluate the success of such measures, one would need to compare the integration success of a sufficiently big group of resettled refugees which have been beneficiaries of these measures against the integration success of another comparable group of resettled refugees which has not been beneficiary of such measures. Ideally this would be analysed over a period of several years. None of the EU Member States so far has a big enough quota which would allow for this. In this context, qualitative research methods such as in-depth interviews and life stories might prove more useful in providing an insight into the experience of resettlement and integration in Europe. To our knowledge, that type of research is scarce, and it could be an area where future academic research could definitely contribute. Another challenge lies in the fact that it would also be difficult to identify individuals, since resettled refugees are usually not registered with the authorities as 'resettled' and, therefore, they are not distinguished from other refugees after a few years following their arrival.

Third, and more importantly, there is no definition and no commonly agreed standards and guidelines against which to assess the integration of refugees, including resettled refugees in Europe. There is a growing body of work from a number of actors, such as international organisations, think tanks, academics and practitioners, that proposes guidelines and standards to measure integration at EU and global level, but the views and methodologies vary considerably ⁷ (see Chapter 1.2).

Consequently, there is no commonly agreed definition of what makes a good practice in refugee integration, let alone the integration of resettled refugees that one could possibly adopt. 'Good' or 'best' practices presented in the programme reports mentioned earlier, and the notion of 'good practice' in studies and guidelines measuring integration are based on findings from evaluations of service delivery, rather than real integration outcomes.

Sources for the study

As a result, the study can not claim to be based on any strict measurement of integration outcomes, but only the information provided by secondary sources. In addition to these, the study uses information collected through research by the project '*Building Knowledge for a Concerted and Sustainable Approach to Refugee Resettlement in the EU and its Member States*' (Know-Reset), currently implemented by ECRE and EUI and funded by the ERF.⁸ The Know-Reset project is largely based on semi-structured interviews with stakeholders at national level (national authorities and civil society organisations involved in resettlement) that examine resettlement policy, procedures and the political debate around asylum and specifically around resettlement in the country. Successes, failures and practices mentioned in Chapter 3 of this study have been identified as such by the stakeholders through the Know-Reset research. In other words, what is presented here as 'good practice' is not something that has been measured through specialised tools, as this would require long-term research and capacities that go much beyond the scope and timeframe of this study. On the other hand, one can safely consider information and

⁷ Niessen J. and Huddleston T. (2007), *Setting up a System of Benchmarking to Measure the Success of Integration Policies in Europe*, Study prepared for the European Parliament's Committee on Civil Liberties, Justice and Home Affairs.

⁸ The 'Know Reset' project's (2011-2013) main objective is to map policy and legal frameworks for asylum and resettlement related provisions as well as their practices in EU MS that have been conducting resettlement (programme or ad hoc). It also examines the political debates and policy frameworks for asylum in non-resettlement MS in order to understand whether there is a resettlement potential. The project is based on quantitative data, secondary sources and qualitative data collected through interviews with relevant stakeholders at national level, and presents an online database with country and EU level data and reports, see EUI and ECRE (n.d) *Building Knowledge for a Concerted and Sustainable Approach to Refugee Resettlement in the EU and its Member States* (Know-Reset), project funded by the ERF, 2011-2013, www.know-reset.eu

suggestions provided by stakeholders and practitioners, who are those directly involved in this area, as a good basis for the understanding of the situation at present and indications for research in the future.

At the same time, these sources are cross-referenced with other existing reports and documentation by international organisations such as UNHCR and ICMC that also present 'good practices' at national level.⁹ These are presented in Chapter 2 and correlated to the country analysis of Chapter 3 and the recommendations of Chapter 4.

Having presented policy and practice at national level, the study examines whether these frameworks support integration of resettled refugees in the sense of the EU Common Basic Principles for integration and the EU agenda for integration, and how this can be better enhanced (Chapter 4). It is also analysed to what extent current policies and practices support the integration of resettled refugees as reflected in the ICRIRR principles¹⁰ the UNHCR Refugee Resettlement Handbook, and the UNHCR ExCom Conclusion on Local Integration 7 October 2005, No. 104 (LVI). The UNHCR-MPG's comprehensive integration evaluation tool to measure the level and success of integration and assess States' compliance with EU standards is also referenced as a basis.¹¹

The analysis provided here is not exhaustive but rather based on a selection of cases. Also, the analysis aims to suggest ways in which the institutional framework (national authorities/NGOs) can better support integration at national level.

At European level, the study aims to provide guiding suggestions on how to create closer links between resettlement policy and integration policy and how to promote better quality of resettlement, beyond current efforts to increase the quantity.

The study is based on the premise that while in certain cases specialised support and services are necessary for resettled refugees, generally speaking the main need remains to enhance the quality and broaden the scope of mainstream integration services, where all refugees, including resettled, also benefit from.

Moreover, it is important to highlight that when it comes to resettled refugees, the question of integration is often seen as controversial especially if related to the selection procedure, where the protection factor should in principle remain primary. Hence, an analysis of integration should remain clear about its purpose, which is to contribute to improve integration support programs for all, including resettled refugees.

⁹ Namely ICMC (2009), *Welcome to Europe: A comparative guide to the resettlement in Europe*, ICMC (2011) *Paving the Way: A Handbook on the Reception and Integration of Resettled Refugees*, and UNHCR and VFST (2002), *Refugee Resettlement. An International Handbook to Guide Reception and Integration*, Geneva.

¹⁰ UNHCR (2001), *International Conference on the Reception and Integration of Resettled Refugees*, 25-27 April 2001-Norrköping, Sweden, Proceedings Report, Geneva.

¹¹ UNHCR, Migration Policy Group (2010), *EU support for integration: what about beneficiaries of international protection? A User's Guide to EU standards, funds and Cooperation*, paper by Thomas Huddleston, Migration Policy Group, commissioned by UNHCR Regional representation for Central Europe, Brussels.

1. RESETTLEMENT AND INTEGRATION IN THE EUROPEAN UNION: THE POLICY FRAMEWORK AND DEBATES

1.1. Resettlement

1.1.1. The development of resettlement policy and the adoption of the Joint EU Resettlement Programme

The activities of the European Union in the area of resettlement are relatively recent. While many European countries have been involved in large-scale resettlement movements including the resettlement of refugees and displaced persons after the Second World War, Hungarian refugees in 1956, Czechoslovaks after 1968 and Vietnamese "Boat people" in the late 1970s, and five countries have been resettling regularly for over 20 years,¹² the issue only began to feature in EU discussions during the last decade.

The internationalisation of the European Union's asylum and immigration policies in recent years has meant that more importance has been given to the so-called 'external dimension' of asylum and immigration policies.

Since the European Council in Tampere 1999 adopted its fundamental agreements on the development of a common EU Asylum and Migration Policy¹³, a number of policy decisions and activities have aimed at developing cooperation with third countries in the management of migration flows, ranging from readmission agreements, financial instruments available to support actions, a policy framework – the Global Approach to Migration – and finally, a Council group, the High Level Working Group on Migration and Asylum, to monitor and plan the Union's work. In 2004, a Communication by the Commission also stressed that the EU should pay greater attention to the external factors influencing the arrival of people seeking protection.¹⁴

While resettlement had not explicitly been mentioned in the conclusions of the Tampere European Council, the meeting had agreed that the EU would work towards a "establishing a Common European Asylum System, based on the full and inclusive application of the Geneva Convention."¹⁵ Based on this provision and in the context of the UNHCR's Initiative "Agenda for Protection,"¹⁶ the European Commission has since 2000 in various Communications increasingly flagged the provision of protection through resettlement as worthy of further consideration.¹⁷ In 2003 it commissioned a study on the feasibility of setting up more resettlement programmes in EU Member States and a scheme at the EU level, which was published in 2004, and in November 2003 a seminar of the various stakeholders was held to discuss the options put forward by that study.¹⁸ A document

¹² Sweden, Denmark, Netherlands and Finland established resettlement programmes before 1985. See Table 3.

¹³ European Council (1999) *Presidency Conclusions Tampere European Council 15 and 16 October 1999: Towards a Union of Freedom, Security and Justice*, Brussels.

¹⁴ European Commission (2003 a) *Commission Communications Towards more accessible, equitable and managed asylum systems*, COM (2003) 315 final and European Commission (2004) *On the managed entry in the EU of persons in need of International Protection and the enhancement of the protection capacity of the regions of origin "Improving Access to Durable Solutions"*, COM (2004) 410 final.

¹⁵ Ibid.

¹⁶ The "Agenda for Protection" was a strategic framework adopted by the UNHCR Executive Committee in 2002 that discussed many of the most controversial issues in the global asylum debate at the time. The "Agenda for Protection" emerged out of a 20-month global consultation initiated by UNHCR, according to a statement from the refugee agency, see UNHCR (2003) *Agenda for Protection*, 3rd edition, Geneva.

¹⁷ European Commission (2003 c) *Communication from the Commission to the Council and the European Parliament on the common asylum policy and the Agenda for protection (Second Commission report on the implementation of Communication COM (2000) 755 final)*

¹⁸ Van Selm J. et al (2004), *Study on the feasibility of setting up resettlement schemes in EU Member States or*

rather ambitious for its time, the study was coming from the understanding that Europe needs to develop a comprehensive and holistic approach to refugee protection that would include both asylum in Europe and policies supporting durable solutions in third countries. This should involve the development of a European Resettlement Programme alongside (but not part of) a common European asylum system, and together with a policy supporting protection in regions of origin.

The Commission in the next years promoted a similar comprehensive approach, arguing for the need to provide support in regions of origin and transit while at the same time promoting durable solutions. The possibility of creating a policy framework on resettlement was among others introduced through the establishment of resettlement components in the **Regional Protection Programmes**. Resettlement featured as one option available to EU states within a 'toolbox' of measures, alongside others such as bolstering the ability of countries of first asylum to provide protection. The European Parliament supported this proposal.¹⁹ Following the roll out of the first and second phase of RPP where resettlement proved to be very limited, a gradual shift of attention has been observed whereby resettlement was no longer discussed within the context of the RPP only, but gradually gained more and more ground as a stand alone policy.

In the years that followed, resettlement increasingly attracted more, if still limited attention in policy debates among Member States. Civil society and international organisations have played a crucial role in promoting resettlement at the EU policy level during these years. ECRE's '*Way Forward: Towards a European Resettlement Programme*' and CCME considerations and suggestions for the EU Resettlement Scheme are prime examples of such advocacy efforts.²⁰ Similarly, transnational projects such as CCME's ASPIRE project (Assessing and Strengthening Participation In Refugee resettlement to Europe), the MORE and the MOST project and others described in Chapter 2, bringing together NGOs, policy makers and practitioners from different countries have implicitly or explicitly had a strong policy and advocacy dimension. At the same time, international organisations and civil society gradually built strong alliances with the European Parliament who eventually developed into a strong resettlement advocate.

The Iraqi momentum

The Iraqi refugee crisis was the first real case that created momentum for a joint resettlement effort by EU Member States. In November 2008 the Justice and Home Affairs (JHA) Council meeting reached the conclusion that approximately 10,000 Iraqi refugees from Syria and Jordan needed to be resettled to the EU.²¹ This decision was the result of a series of discussions and steps taken over the previous months in relation to the Iraqi refugees. In particular, the JHA Council of 24-25 July adopted conclusions concerning the situation of Iraqis in the neighbouring countries and internally displaced persons (IDPs) in Iraq, which noted that certain Member States were already taking in Iraqi refugees under their national resettlement programmes and that this should be continued. For example, the Netherlands and Sweden were already involved in the resettlement of Iraqi refugees

at EU level, against the background of the common European asylum system and the goal of a common asylum procedure, carried out by the MPI on behalf of the European Commission DG Justice and Home Affairs.

¹⁹ European Commission (2005 a) Commission Communication *On Regional Protection Programmes* COM (2005) 388 final

²⁰ ECRE (2005) *The Way Forward: towards a European Resettlement Programme*, see also the Conference organised by CCME "*Towards the common EU Resettlement Scheme - the road ahead*" in Stockholm, Sweden 25-28 August 2009.

²¹ European Council (2008 c), *JHA Council Meeting, Council Conclusions on the reception of Iraqi refugees*, Brussels, 27-28 November 2008

since 2007 and actively promoted a joint European resettlement effort.²² Similarly, France that was holding the Presidency had signed in June 2008 the 'IRAK 500' programme, an ad hoc agreement with UNHCR for a two-year programme for the resettlement of vulnerable Iraqi refugees from minority groups. In the July Conclusions, the Council also suggested the possibility to finance refugee resettlement through EU funding (namely the European Refugee Fund, henceforth ERF). Reference was made to the Policy Plan on Asylum, proposed by the Commission, which for the first time provided Member States with the possibility to submit proposals for a community resettlement programme in 2009.²³

Following that, the Ministerial conference on Asylum in Paris (8-9 September 2008) stressed the importance of resettlement as a durable solution and the need to increase resettlement in Europe. It was after that conference that Barrot, the Commissioner for Justice & Home Affairs and commission Vice-President announced the organisation of a fact-finding mission to Syria and Jordan to examine the resettlement needs in the region. The next JHA Council in September 2008 then adopted Conclusions for the organisation of such a mission, inviting Member States to take part. It is worth noting that in this invitation the Council made reference to UNHCR's *'hope that in the long term most Iraqi refugees will be able to return to their country of origin [...] although for some resettlement will continue to be necessary'*, this way emphasising the objective of durable solutions but also trying to pre-empt possible reservations from the side of Member States.²⁴

The fact-finding **mission** was organised together with the Commission, UNHCR and ten Member States: Cyprus, Finland, France, Germany, Italy, Luxembourg, the Netherlands, Poland, Sweden and the UK.²⁵ Officials met with stakeholders, including the authorities, EU delegations and embassies, IOM and local and international NGOs. They also visited the Al-Tanf camp located between Syria and Iraq that hosted Palestinians from Iraq. The mission's key message was that for a large number of Iraqis there were no prospects of local integration in Jordan and Syria while return was not an option either, at least in the short and medium term. The Palestinians in the Al Hol, Al Tanf and Al Waleed were seen as perhaps the most urgent resettlement cases, with no real alternatives.²⁶ Following the mission, the Council on 27-28 November urged Member States to take in Iraqi refugees in a particularly vulnerable situation on a voluntary basis and *'in the light of the reception capacities of Member States and the overall effort that they have already made as regards reception of refugees'*.²⁷ Moreover, it called for a comprehensive approach towards refugees in general.

Germany was one of the early supporters that promoted the adoption of a Council Conclusion for a joint effort, even though initially only considering to resettle Iraqi refugees suffering religious persecution, especially Christian Iraqis. After much debate and negotiation with UNHCR and the EU, just before the JHA Council Germany agreed to also resettle vulnerable cases at a total of 2,500 persons.

The Council Decision aimed to mobilise as many Member States as possible, including those that would be committing to resettlement for the first time. Overall, between 2007 and 2009 more than 8,400 refugees from Iraq were resettled to Europe. 5,100 out of these

²² ICMC and IRC (2010), *10,000 Refugees from Iraq: a report on Joint Resettlement in the European Union*, Brussels, May 2010

²³ European Council (2008 a), *JHA Council Meeting, Conclusions on the Reception of Iraqi Refugees*, Brussels, 24 July 2008

²⁴ European Council (2008 b), *Justice and Home Affairs Council Meeting, Press Release, 12923/08 (Presse 250)*, 25 September 2008.

²⁵ European Commission (2008), *Report on the EU Fact finding mission to Jordan and Syria on resettlement of refugees from Iraq*, Note from the Commission to the Council, (16112/08) Brussels 20 November 2008

²⁶ Ibid.

²⁷ European Council (2008 c)

were offered by five countries with ad hoc quotas (half of them by Germany), while 3,300 were already selected prior to the Council Conclusions.²⁸ Thus, while in 2007 only six out of 27 Member States were resettling refugees, by 2009 the number had doubled to 12 (Denmark, Finland, France, Ireland, Netherlands, Portugal, Sweden, UK, Belgium, Germany, Italy, Luxembourg). The vast majority (80%) came through selection missions while only 20% were based on dossiers.²⁹

As far as the Palestinians were concerned, these were included in the total quota above; their number increased from 33 persons in 2007 to 737 persons in 2009 with a total of 1,285 in these three years.

It is worth noting that most Member States did not make use of ERF funds for the resettlement of Iraqis during these years; only three countries (Finland, France and Belgium) were able to report on ERF funding for this purpose.

The resettlement of Iraqi refugees was also closely related to two other initiatives in Europe, the setting up of Emergency Transit Centres (ETC) in Romania and Slovakia, and the Temporary Desk on Iraq. Both ETC were established through agreements between UNHCR, IOM and the respective governments, with the aim to facilitate the resettlement of urgent and vulnerable cases out of the first asylum country and until a place could be made available in the resettlement countries in Europe and elsewhere. While not part of the Iraqi resettlement initiative, the ETC hosted Palestinian ex-Iraq refugees and could be more or less related to the momentum created at the time.

The Temporary Desk on Iraq (TDI)

The Temporary Desk on Iraq (TDI) was established in Brussels in March 2009 as an inter-governmental project funded by the European Refugee Fund for a duration of 18 months. The TDI was proposed by the Netherlands and built out of the GDISC network, aiming to provide a cooperation structure for staff in national authorities dealing with the Iraqi caseload (in protection, asylum, resettlement and return) and develop tools and mechanisms to support them. In cooperation with the Member States, the Commission, UNHCR and IOM, the TDI worked on a comprehensive package, from analysing asylum data and status determination across Europe, to collecting information, identifying resources and needs for countries with significant flows, establishing support teams for Member States mostly affected by refugee flows, inventorying return practices, facilitating returns, identifying areas of practical cooperation. In the area of resettlement, the TDI helped organize selection missions. At the end of the planned duration in October 2010, the TDI transferred its tools and knowledge to the European Asylum Support Office (EASO) which became operational in mid-2011. The TDI has been often quoted as a case of successful cooperation between Member States for a common approach in the area of resettlement and beyond.

The 2009 Communication and the move towards a Joint Resettlement Programme

In September 2009, under the impetus of the Swedish presidency, the Commission tabled a Communication on the establishment of a Joint EU Resettlement Programme and a Proposal to amend the ERF, introducing relevant provisions for a Joint Programme.³⁰

²⁸ ICMC and IRC (2010), p.17

²⁹ Ibid p. 18

³⁰ European Commission (2009 a), *Communication from the Commission to the European Parliament and the Council on the establishment of a joint EU resettlement programme* COM (2009) 447 final; European Commission (2009 b), *Proposal for a Decision of the European Parliament and of the Council amending Decision No 573/2007/EC establishing the European Refugee Fund for the period 2008 to 2013 as part of the General*

The Communication sets three main objectives. First, to increase the humanitarian impact of the Union by giving better targeted support to the international protection of refugees through resettlement. Second, to encourage the strategic use of resettlement through financial incentives to States, a strategy that would be “*properly integrated into the Union's external and humanitarian policies generally*”.³¹ Such strategic use means the use of resettlement in a way that maximizes its benefits, direct or indirect, other than those received by the resettled refugee, for example by contributing to maintain the protection space in the region and enhancing cooperation with the countries' authorities. Third, to streamline the EU's resettlement endeavours so that the benefits are delivered in the most cost-effective manner.

The programme would mainly consist in setting common annual priorities based on a consultative process, instead of Member States each establishing priorities at national level. It also included financial assistance to Member States (ERF), following the countries' pledges to resettle refugees in accordance with these priorities and in a bid to invite all states to participate in EU-coordinated resettlement. It also aims to harmonize the practice across the EU.

The Communication also foresaw the creation of a resettlement Expert Group that would give assistance and advice to the Commission with respect to the implementation of EU resettlement policies and annual priorities. The Expert Group would have consisted of UNHCR, IOM, IRC, CCME, ICMC, ECRE and Member States.³²

The Communication, which was welcomed by the European Parliament (see underneath) was also accompanied by a legislative proposal to amend the European Refugee Fund in order to cover the costs of resettlement and post-arrival support and this way create financial incentives for Member States (see details on ERF funding further below). Agreement on this proposal turned out to be more complex:

The implementation of the Lisbon Treaty in December 2009 introduced delegated acts to be used by the Commission in order to adopt measures of general application to amend or complement certain elements of a legislative act. The decision of the common annual EU priorities for resettlement was considered a strategic choice by the Parliament³³ and thus to be adopted by delegated acts, but the Council and Commission disagreed. In its first reading position on 18 May 2010 the Parliament adopted the proposal with a majority of 512 votes in favour.

In early 2011, the beginning of the Arab Spring and political repression in Libya, created massive flows of people fleeing their countries to seek asylum elsewhere. Border countries such as Tunisia and Egypt became rapidly overwhelmed by the number of asylum seekers. In response to that, the European Commission organised a pledging conference on resettlement in May 2011. In total, EU Member States pledged 408 places and Norway pledged another 300. It was a notable commitment even though still far from sufficient, given the thousands of refugees awaiting resettlement in camps with poor living conditions. The pledging conference was a decisive step towards the adoption of the Joint Resettlement Programme in the next year.

From July 13 to 16th 2011 a group of MEPs also went on a mission in Tunisia to visit the Choucha camp on the border with Libya, and saw the dreadful living conditions of over 5,000 refugees waiting for resettlement. They called for a resettlement plan that would be

Programme 'Solidarity and management of migration flows' and repealing Council Decision 2004/904/EC, COM (2009) 456 final

³¹ European Commission (2009 a), p. 7

³² See European Commission (2010), *Resettlement Expert Group* (E02405), December 2010, <http://expertgroups.govtrace.com/resettlement-expert-group>

³³ Tavares R. (2012), *Resettlement of Refugees – A New Life*, European Parliament, Strasbourg, p. 12

much bigger and faster to implement³⁴.

At the same time, the important decision on the financing of resettlement through amendment of the ERF remained blocked throughout 2011. While the Commission Communication on 2009 had focussed on several elements of a European resettlement Scheme, the disagreement of the financing of resettlement to many observers signalled standstill in the resettlement policy in general. After persistent efforts from the Parliamentary Rapporteur and the Commission during almost 19 months, and supported also by the Danish Council Presidency, the file went to the Council for first reading with the aim to reach a compromise. A second stumbling block was the reference to Article 80 of the Treaty on the Functioning of the European Union (TFEU) about solidarity among countries in the field of Asylum, Migration and Borders. The Parliament and Council disagreed on using Article 80 as a possible legal basis as this would create a precedent for the use of this article more broadly.³⁵ As the deadline of 1 May 2012 for the 2013 Member States' pledges was approaching, the Institutions finally agreed on a compromise text which allowed both the establishment of the Joint EU Resettlement Programme for 2013 and the safeguard of no precedent in the use of Article 80 TFEU. Almost two years after the Parliament's initial positive vote, on 29 March 2012 the Parliament adopted in second reading the amendments to the ERF, which had been informally agreed with Council a few weeks before, thus coming to a common position with the Council – a development signalling the start for a Joint EU Resettlement Programme for 2013 (Decision 281/2012).³⁶

The role that the European Parliament has played in advocating for the adoption of this policy in the years 2009-2012 has been paramount. The Parliament commented on the Commission Communication and proposed amendments to the ERF through two reports, one on the co-decision procedure on the proposal to amend the ERF and an own-initiative report on the content of a Joint Resettlement Programme as a response to the Commission Communication, known by the name of the rapporteur as the 'Tavares' report.³⁷ The report followed a mission by a parliamentary delegation led by MEP Rui Tavares in March 2010 to Syria, Damascus and the Al Hol Camp. The report welcomes the creation of the Joint EU Resettlement Programme, but is also critical on certain aspects proposed by the European Commission and advocates for a more ambitious Programme. It recommended, for example, the creation of a special budget line, and encouraged public-private funding initiatives to underpin the programme. It advocated for the quality and effectiveness of resettlement through new guidelines, incentives and consistency with other EU asylum policies.

The 'Tavares' report gave new impetus to the development of the Programme, suggesting more ambitious measures to ensure the quality and effectiveness of resettlement, with specific guidelines on priority-setting, incentives to encourage more Member States to resettle refugees, consistency with other EU asylum policies and standards of reception conditions, and follow-up measures that would need to be taken in each resettlement initiative. The setting of annual priorities should enable a prompt reaction to sudden humanitarian crises. Field visits should be carried out in order to prepare resettlement, assess refugee needs and allow time for future planning; private-public partnership with NGOs and other social partners should be encouraged, as well as twinings of

³⁴ European Parliament (2011), *Debate on Support to Refugees in Tunisia*, 28 September 2011, Strasbourg.

³⁵ Tavares R., (2012), p.12

³⁶ European Parliament and European Council (2012) *Decision No 281/2012/EU by the Parliament and Council on Amending Decision No 573/2007/EC Establishing the European Refugee Fund for the period 2008 to 2013*, 29 March 2012, Brussels, for the details of the complex procedure cf. <http://www.europarl.europa.eu/oeil/popups/ficheprocedure.do?id=579663>

³⁷ European Parliament (2010 a), *Report of 3 May 2010 on the establishment of a joint EU resettlement programme* (2009/2240 (INI)), Rapporteur: Rui Tavares, A7-0131/2010.

municipalities. Member States should be granted the resources, and supported with expert advice and exchange of information. The Tavares report also recommended a permanent *Resettlement Unit* within EASO, which would be the Programme's cornerstone and ensure coherence with EU asylum policy in general. The report proposed flexible priority-setting, and the provision of emergency resettlement. The report also recommended follow-up measures to evaluate the quality of resettlement, for example through EASO which could establish criteria for quality resettlement in close cooperation with the UNHCR, NGOs and local authorities.

In its resolution of 18 May 2010 the Parliament argued that a permanent Resettlement Unit be created within EASO, that some predefined groups of vulnerable refugees should remain so that Member States can resettle them at short notice, and that the Parliament should be effectively involved in establishing annual priorities.³⁸ It also suggested higher financial incentives for member States pledging to resettle refugees and especially those newly enrolled in resettlement projects, established categories and priorities for key regions and emergency mechanisms.

Due to the non-legislative nature of this report only a few of its suggestions so far have been taken up. The political momentum created by the work of the Parliament on resettlement has been important, not least as the Parliament's reports have been complemented by other initiatives such as the Parliament "Resettlement Awareness Day – a public event organised in 2010, 2011 and 2012 to promote resettlement.

The role of transnational projects

A number of transnational projects have been implemented in recent years with ERF Community funds, with the aim to bring together practitioners and facilitate the collection of information and exchange of practice between Member States. These include projects implemented by CCME, ICMC, ECRE and other organisations and linking practitioners and national authorities across Europe. These projects have at the same time played a critical role in creating an encouraging environment for resettlement, and even in getting new countries on board and strengthening a sense of a common European effort. The impact of these projects can not be underestimated, and is discussed in detail in Chapter 2.

The Joint Resettlement Programme 2013 Priority Groups

This adoption of the Programme for 2013 paves the way towards a more permanent 'Joint EU Resettlement Programme' as first presented by the Commission in 2009. It specifies common priorities for 2013 and foresees an increase of the ERF funding that Member States receive for each resettled refugee.

For 2013 these EU priorities are :

- Persons from countries/regions identified for Regional Protection Programmes (Western Newly Independent States, Great Lakes Region, the Horn of Africa, and North Africa)
- Persons belonging to a vulnerable group falling within the UNHCR resettlement criteria: e.g. women and children at risk, unaccompanied minors, survivors of violence and torture, persons having serious medical needs, persons in need of emergency or urgent resettlement for legal or physical protection needs
- Persons from a geographical location on the list of common EU priorities for 2013,

³⁸ European Parliament (2010 b) *Resolution of 18 May 2010 on the establishment of a Joint EU Resettlement Programme* (2009/2240 (INI)), P7_TA(2010)0163, Strasbourg.

namely : Congolese refugees in the Great Lakes Region; Iraqi refugees in Turkey, Syria, Lebanon, Jordan; Afghan refugees in Turkey, Pakistan, Iran; Somali refugees in Ethiopia; Burmese refugees in Bangladesh, Malaysia and Thailand; Eritrean refugees in Eastern Sudan.

The ERF funding for resettlement

The funding currently made available under the European Refugee Fund (ERF) is that Member States receive a compensation for each resettled refugee falling into one or more categories mentioned above. First time applicants will receive a lump sum of EUR 6,000 per resettled refugee for the first year and EUR 5,000 for the second year. For the rest the compensation will remain at EUR 4,000.

The possibility to obtain funding for resettlement through the ERF has played an important role in creating momentum. In general, the ERF with a budget of EUR 630 million over the period 2008-13 supports EU countries for specific activities in receiving refugees and displaced persons and in guaranteeing access to consistent, fair and effective asylum procedures.

The ERF is mainly implemented by EU countries, through shared management. This means that each EU State implements the Fund through national annual programmes on the basis of multiannual programming. Some states finance their own structures and activities, while other Member States fund other actors (mainly from civil society). Activities to be financed include setting up and improving reception accommodation infrastructures or services; training to ensure access to asylum procedures; legal and social assistance for asylum seekers, as well as the developments of skills by refugees, including language training.³⁹

A small percentage of the ERF (Currently 4 %) is centrally managed and used for support to actions involving several Member States, including activities to build knowledge, cooperation and political support for resettlement through the transnational projects mentioned earlier.

Even more importantly, the 2007 decision modifying the work of the ERF allowed for resettlement of specific groups (from a region with a regional protection programme or specific vulnerable groups).⁴⁰ In derogation from the usual work of the ERF it does foresee that resettlement is not financed on the basis of specific proposed activities, but on the basis of a fixed lump sum payment per resettled refugee (initially 4.000 EUR).

Following the 2012 decision amending the ERF funding, Member States in 2013 can receive an allocation for each resettled refugee falling into one or more categories mentioned above. Member States using ERF funding for resettlement for the first time will receive a lump sum of EUR 6,000 per resettled refugee for the first year and those using it for the second year EUR 5,000. For the rest the compensation will remain at EUR 4,000.

The Asylum and Migration Fund 2014-2020

In November 2011 the Commission presented a proposal for a regulation establishing the Asylum and Migration Fund (henceforth AMF) for the period 2014 to 2020 which will replace

³⁹ The ERF covers activities targeting refugees, integration support activities for the broader group of migrants are covered by the European Integration Fund (EIF), see Chapter 1.2.

⁴⁰ European Parliament and European Council (2007), *Council Decision No 573/2007/EC of the European Parliament and of the Council of 23 May 2007 establishing the European Refugee Fund for the period 2008 to 2013 as part of the General programme Solidarity and Management of Migration Flows and repealing Council Decision 2004/904/EC*, 23 May 2007.

the current funds in the area of migration and asylum (the ERF and the EIF).⁴¹ Article 7 of the AMF Regulation is dedicated to resettlement and relocation, and Article 17 describes the elements of a Union Resettlement Programme. The Asylum and Migration Fund proposal, which is negotiated at the time of writing of this study, foresees a fixed amount of € 6,000 to Member states for each person resettled (instead of €4,000 currently). A higher amount of € 10,000 is allocated for each person resettled according to the common EU priorities as well as for certain categories of vulnerable refugees, such as women and children at risk, persons with medical needs or in need of emergency resettlement. These amounts will be allocated to states every two years following a pledging exercise and the establishment of common EU resettlement priorities. The proposal also foresees financial support for a wide range of resettlement activities, such as the development of infrastructures, services and the conduct of selection missions

According to the Commission, about €560 million has been earmarked for providing lump sums to countries for persons they resettle or relocate. If used entirely for resettlement with no relocation, this amount should allow for the resettlement of between 8,000 and 13,000 persons per year. However this amount is expected to be lower, if relocation becomes a fully fledged policy in the next years.⁴² Today 16 Member States resettle refugees, 11 EU States with national resettlement programmes and five with ad hoc programmes. In 2012 Germany, Belgium and Spain joined again the group of resettlement countries in 2012, and Bulgaria is planning to receive resettled refugees in 2013. AMF funding is hoped to encourage also other countries to engage.

1.1.2. Quantity vs quality: sustainable resettlement

The policy developments described above show the evolution of resettlement policy at European level. It seems that the primary focus has been to mobilize more Member States and increase the number of resettled refugees per country and as a total by Europe. The financial support made available through the ERF has also been mostly for the same purpose, to sustain programmes and to increase the numbers. At the same time, it seems that less emphasis has been placed at European level on the quality and sustainability of resettlement, on guiding and supporting the integration of resettled refugees. This section will provide an inventory of the references made to the integration of resettled refugees in the relevant EU documents, while the issue itself is analysed in chapter 4.

The 2009 Communication only makes limited reference to reception and integration of refugees as being parts of the resettlement process. In fact, the European Parliament has been the main advocate on this issue and the one that placed it on the table. The Tavares report and the 18 May 2010 EP resolution suggest that '*attention should be drawn not only to the need to involve more Member States in resettling refugees but also to the quality, sustainability and effectiveness of the resettlement, focusing on integration measures.*'⁴³ Access to the labour market and the integration of children into schools are identified as key steps for the success of resettlement. The Parliament also called for the need to develop good standards at every stage of the process and 'follow-up measures' on the quality arguing that the success of a resettlement programme should be measured not only on the basis of the number of persons resettled but also on the implementation of measures to support their integration. The Parliament also asked Member States to evaluate their measures regularly and follow up on individual resettled refugees and their

⁴¹ European Commission (2011 c), *Proposal of the European Parliament and Council for the Regulation Establishing the Asylum and Migration Fund*, 15 November 2011,

⁴² For a discussion and analysis of the AMF see ECRE, (2012), *Comments and recommendations of the European Council on Refugees and Exiles on the Commission proposals on the future EU funding in the areas of migration and asylum*, Brussels; ECRE

⁴³ European Parliament (2010 a), p. 5

integration.

Finally, the AMF proposal makes very limited reference to integration of resettled refugees. Funding for national resettlement programmes as part of the Union Resettlement Programme (Ar.17) does not seem to include integration specifically in its scope. The reason for this is that most likely actions supporting the integration of resettled refugees would be falling within broader integration programmes and projects at national level, and therefore funded under the heading 'integration' rather than the heading 'resettlement'. Similarly, Member States will receive additional amounts for 'Specific actions' (Ar.16) to fund cross-country initiatives in the field of integration, such as benchmarking exercises, peer reviews and other assessments (see Annex II). Assessments and methodologies for the integration of resettled could potentially be included there too. 'Union actions' (Ar.21, what was previously known as Community Actions, grants for cross-national projects primarily implemented by NGOs) maintain the exchange of practices through pilot projects, studies and networks of practitioners on all possible topics, potentially including practices in the post-arrival and integration phase.

Looking at the other side of the coin, section 1.2 in this study will explain whether and how integration of refugees and more specifically resettled refugees has been included in EU funding for Integration (EIF).

In a summary, a number of very important steps have been taken in recent years and the elements of a Joint Resettlement Programme are now in place. Nevertheless, for a truly Union Programme to materialise certain further steps are still necessary. For instance, the possibility of a total EU resettlement quota that would be the result of Member States pooling their quotas together would have a much greater impact in contributing to global resettlement efforts and in responsibility sharing with third countries. The tripartite character of resettlement should be strengthened, through regular consultation between Member States, UNHCR and NGOs. The role of the European Asylum Support Office (EASO) would be pivotal, in ensuring and maintaining the space and coordination for this tripartite character. EASO, whose plans in the area of resettlement are currently under development, could play an important role in enabling cooperation, information exchange and synergies between Member States, but also Member States and NGOs. EASO's role could also involve facilitating joint selection missions, trainings, sharing of best practices and the development of methodologies to assess resettlement programmes and their sustainability. The Tavares report also suggested that in the area of resettlement, EASO could raise the quality of services offered to refugees in Member States and offer assistance with the most efficient practices for hosting and integration.

Going back to the 2004 study on the feasibility of setting up an EU resettlement scheme mentioned earlier, one can find a number of interesting recommendations for a Union Resettlement Programme that still hold today. The study suggested for example that a European Clearing System for Resettlement (ECSR) could enhance the effectiveness of an EU resettlement programme. The ECSR would be an independent body, *'with a dedicated staff trained in EU legislation and policy as well as in practical resettlement and immigration issues across Member States, focused on determining which EU MS should resettle a refugee. This would permit UNHCR to focus on its core mandate of refugee protection rather than determining where such protection should be offered.'*⁴⁴ This proposition is somehow similar to the one proposed in the Tavares Report, to create a Resettlement Unit within EASO.⁴⁵

⁴⁴ Van Selm J. et al (2004), *Feasibility Study*, p. 170

⁴⁵ This idea has also been supported by ECRE, see ECRE (2008) *Concrete steps towards a European Resettlement Programme*, Brussels, see <http://www.ecre.org/topics/areas-of-work/resettlement/102-concrete-steps-towards-a-european-resettlement-programme.html>

The study also suggests that guidelines on reception conditions for resettled refugee, covering a variety of models, could be useful to Member States, 'whether the decision is to develop an EU level resettlement programme covering all elements, to set out only basic principles for Member States' own resettlement programmes, or for Member States which currently have resettlement programmes to simply continue.'⁴⁶

Finally, the study also discusses the integration of resettled, and suggests that for a resettlement programme to be effective as both a protection tool and durable solution, resettled refugees should have a long-term legal residence status on arrival. As such, their integration trajectory should be based on the notion that they will be active, long-term members of society, the workforce and the cultural life of their resettlement country.

1.1.3. The wider context: EU asylum policy and family reunification

While resettlement to the EU has been generally understood to form part of the Common European Asylum System (CEAS), it has remained clearly distinguished from the process of legislative harmonisation of asylum law across the EU. EU Member States have tried to harmonise minimum standards on reception of asylum seekers (Reception Conditions Directive), as well on who qualifies for asylum or international protection (Qualification Directive) and on procedures for treating asylum claims (Asylum Procedures Directive), and have through the "Dublin II Regulation" tried to establish clear rules on the Member States responsibility for treating asylum claims.⁴⁷ Resettlement on the contrary was never seen as a subject of binding harmonisation, not least as the EU treaties made no reference to resettlement. Resettlement was seen as an activity which was an entirely voluntary commitment on the part of Member States, and the role of the EU institutions was limited to encouraging their participation.⁴⁸ Similarly it has been accepted that refugees who have profited from resettlement to an EU Member State are not covered by the scope of any of the EU legislative instruments on asylum.

Nevertheless in many Member States the reception, legal status and integration of resettled refugees been organised in a way which is the same or similar to that of refugees recognised under asylum procedures. They may have been indirectly influenced by the development of the EU framework legislation on asylum. In those countries that grant resettled refugees a legal status within the meaning of the Geneva Convention relating to the status of Refugees of 28 July 1951, the EU Family Reunification Directive may substantially influence their right to family life.⁴⁹ The directive in general obliges Member States to provide for the right of long-term migrants to be reunited with their spouse and minor children. It also allows Member States, if they so wish, to provide for these migrants to be reunited with first-degree ascendants in the direct line (father and mother of the foreign national), unmarried children above the age of majority as well as unmarried partners. The Directive at the same time stipulates that certain material conditions need to

⁴⁶ Ibid, p. 135

⁴⁷ European Council (2003 a), *Council directive laying down minimum standards for the reception of asylum seekers*, 2003/9/EC

European Council (2004 a), *Council Directive laying down minimum standards for the qualification and status of non-EU nationals and stateless persons as refugees or as persons who otherwise need international protection*, 2004/83/EC.

European Council (2005), *Council directive on minimum standards on procedures in Member States for granting and withdrawing refugee status* 2005/85/EC.

European Council (2003 c) *Regulation of establishing the criteria and mechanisms for determining the Member State responsible for examining an asylum application lodged in one of the Member States by a third-country national* (EC) No 343/2003.

⁴⁸ European Council (2010), *The Stockholm Programme: An open and secure Europe serving the citizens*, *Official Journal of the European Union C 115*, 4 May 2010, Luxembourg, page 33

⁴⁹ European Council (2003 b), *Council Directive 2003/86/EC on the right to family reunification*.

be met as well as documentary evidence need to be provided by the migrant on EU territory applying to be reunited with family members. Considering the particular situation of refugees the Directive makes certain concessions for them regarding the documents required to prove family links, conditions relating to housing, sickness insurance, stable resources and compliance with integration measures.

1.2. Integration

1.2.1 EU policy and debates on integration

Integration of refugees, let alone resettled refugees, is generally included in the wider debate about integration of migrants.

With the entry into force of the Amsterdam Treaty on 1 May 1999 immigration and asylum became a community competence in the EU as part of the creation of the 'area of freedom, security and justice' (previously it had been addressed as an issue of inter-governmental cooperation within the EU). The Amsterdam treaty gave the EU institutions new powers to develop legislation on immigration and asylum matters covering those who are non-EU citizens, usually referred to as "third country nationals". In the terms of EU policy, migrants' integration is therefore usually understood to mean more precisely the integration of "third country nationals" in the EU, whereas in public and also political discourse on national or local level there is often not an equally clear distinction between the integration of those exercising inner-EU mobility and third country nationals.

The debate on integration has become a major preoccupation of EU policy makers in the last decade. While the initial starting point had been one of ensuring fair treatment of migrants, the integration debate entered political centre stage later with slightly different background. Set against the background of the 9/11 attacks in 2001,⁵⁰ the electoral successes in many EU countries by parties running with an openly anti-immigration platform included countries which so far had relatively open policy of admission⁵¹. The election results were widely interpreted as an indication that the public perception on migrant integration was rather negative.

Since 2003-4 the EU has gradually become an important actor in the integration debate. This is partly a result of certain Member States strong emphasis on the topic (e.g. the Netherlands during its Council presidency in 2004) It is noteworthy that the formal competence to do so was at least until the entry into force of the Lisbon treaty almost non-existent and even after the Lisbon treaty remains limited.

Integration as an EU competence

While the Treaty of Amsterdam did, as outlined above, mark the development of a common EU immigration and asylum policy, it gave very little basis for a common integration policy. The treaty contained two provisions which were usually interpreted as providing a basis for EU activities on integration, albeit without mentioning it as such.

Article 13 of the Amsterdam Treaty enabled the Council to *"take appropriate action to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation."* Article 73k, requested the Council to *"adopt measures on immigration policy regarding, among others, "conditions of entry and residence, and*

⁵⁰ For a critical discussion of the impact of the 9/11 events on European immigration policies, see Schlentz (2010), *Did 9/11 matter? Securitization of asylum and immigration in the European Union in the period of 1992 to 2008*, RSC working paper series no. 56, Oxford

⁵¹ Attention to the election successes of anti-immigrant parties in countries seen as being "liberal" on immigration was particularly high in the cases of Denmark and the Netherlands.

standards on procedures for the issue by Member States of long term visas and residence permits, including those for the purpose of family reunion". The Council was under the Amsterdam treaty also requested to adopt "measures defining the rights and conditions under which nationals of third countries who are legally resident in a Member State may reside in other Member States".⁵²

A clear link with integration policy was made when the European Council held, as outlined above, a special meeting on 15 and 16 October 1999 in Tampere on the creation of an area of freedom, security and justice in the European Union. In its conclusions, the European Council outlined under the Chapter "Fair treatment of third country nationals" that "*The European Union must ensure fair treatment of third country nationals who reside legally on the territory of its Member States. A more vigorous integration policy should aim at granting them rights and obligations comparable to those of EU citizens*".

The EU's competence on integration was therefore under the rules of the Amsterdam treaty and the Tampere conclusions were rather weak and clearly limited to the issue of combatting discrimination of migrants.

The Treaty of Lisbon was adopted in 2007 and entered into force in 2009. For the first time, the Treaty provides an explicit legal basis for the promotion of integration at EU level:

Article 79.4 states: "*The European Parliament and the Council, acting in accordance with the ordinary legislative procedure, may establish measures to provide incentives and support for the action of Member States with a view to promoting the integration of third-country nationals residing legally in their territories, excluding any harmonisation of the laws and regulations of the Member States.*"

This article, as well as the EU's overarching principle of subsidiarity (as laid down in articles 5 (1) and 5 (3) of the treaty on European Union), however still limits EU activity in the area of integration: it is clearly confined to measures which are complementary to the activities of Member States. The Member States remain the main agents of integration. The setting of legally binding standards is clearly excluded from the EU competence on integration.

Policy debates on integration in Europe

In view of this limited EU competence, the debate on migrant integration in the EU debate since its early days started - from the observation that integration can mean very different things in the different member states of the EU.⁵³ The EU therefore does not try to suggest one normative framework for integration through binding standard-setting. Over the last decade an active exchange on integration has developed between the EU Member States, but also, between the different actors at national level.

The EU Justice and Home Affairs Council of October 2002 adopted Conclusions on integration of third country nationals. These Conclusions set the tone and framework for further action, as they attached "*great importance to the promotion of the exchange of information between member states concerning valuable experiences and national policies on integration. This exchange of information could lead to the gradual drafting of best practices regarding integration...*"⁵⁴. EU Presidencies highlighted the issue of integration by organising events, e.g. on labour market and integration (Denmark 2002) or integration as part of organising migration benefit for all (Greece 2003).

⁵² European Council (1999), point 18

⁵³ Cf. Collet (2006), *One size fits all? Tailored Integration Policies for Migrants in the European Union*, EPC working papers, Brussels

⁵⁴ European Council (2002), *Justice, Home Affairs and Civil Protection Council 2455th Council Meeting 12894/02*,

The European Commission Communication on "immigration, integration and employment (2003) was the first conceptual EU policy document on integration that outlined the state of play on integration within the EU and mapped the areas in which future policy and activities should be developed.⁵⁵ In particular it mentioned the need for action in the areas of education, language, housing, access to health and social services as well as nationality and civic citizenship.

Throughout this debate a number of common points were identified. The first agreement on shared principles is summarised in the common basic principles (CBPs) on integration. The principles, on which the Council agreed in November 2004 during the Dutch EU Presidency,⁵⁶ are still cited in most EU discussions on integration.

Table 1: Common Basic Principles

COMMON BASIC PRINCIPLES (CBPs) ON INTEGRATION

CBP 1 'Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States'

CBP 2 'Integration implies respect for the basic values of the European Union'

CBP 3 'Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible'

CBP 4 'Basic knowledge of the host society's language, history, and institutions is indispensable to integration; enabling immigrants to acquire this basic knowledge is essential to successful integration'

CBP 5 'Efforts in education are critical to preparing immigrants, and particularly their descendants, to be more successful and more active participants in society'

CBP 6 'Access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration'

CBP 7 'Frequent interaction between immigrants and Member State citizens is a fundamental mechanism for integration. Shared forums, inter-cultural dialogue, education about immigrants and immigrant cultures, and stimulating living conditions in urban environments enhance the interactions between immigrants and Member State citizens'

CBP 8 'The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law'

CBP 9 'The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local level, supports their integration'

CBP 10 'Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public policy formation and implementation.'

14-15 October 2002, Luxembourg, page 26

⁵⁵ European Commission (2003 b), Communication to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on immigration, integration and employment, COM (2003) 336 final, Brussels.

⁵⁶ European Council (2004 b), *Presidency Conclusions, European Council 4/5 November 2004*, Brussels, annex I

CBP 11 'Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective

These CBPs were further developed during the last eight years, e.g. in the Commissions Communication on "Common Agenda for Integration" in 2005,⁵⁷ or more recently in 2011 the "European Agenda for integration."⁵⁸ The "Common Agenda for Integration" in 2005 outlined how the Common Basic Principles might be translated into action and came up with a number of ideas on future workings structures. It launched many ideas which have since 2005 become reality: it laid the foundation for the EU Integration Forum, the Integration Handbooks, the Integration website and the network of national contact points on integration. The 2011 "European Agenda for Integration" developed other ideas to reinvigorate the integration debate: it underlined the contribution of migrants, called for stronger involvement of the local level in integration and tried to discern what the role of countries of origin could be in integration. So far it has however not led to as concrete results as the 2005 Communication.

As mentioned, the follow-up to the Common Basic Principles and the "Common Agenda for Integration" included the creation of the EU Integration forum. The EU Integration Forum, formally launched under the auspices of the European Economic and Social Committee in 2009, brings together national and European actors from the non-governmental community for an exchange with representatives of the EU institutions on integration. The European Commission sees the forum as one element of a comprehensive approach to integration involving stakeholders at all levels.⁵⁹ The forum, which is funded by the EU European Fund for the Integration of Third-country nationals (EIF), has in the nine meetings since its inception discussed integration policies in general, but also focused on specific topics such as migrant entrepreneurship. While the forum for exchange is largely appreciated, participating civil society organisations have questioned what impact the Integration Forum in reality has on policy development.⁶⁰

Another element of the European Commission's mechanism for stakeholder contribution is the integration website (<http://ec.europa.eu/ewsi>) It aims to provide users "with a collection of good practices and a wide variety of tools and useful information to make integration work."⁶¹

The Network of National Contact Points on Integration is the governmental counterpart of the Integration Forum. It aims "to create a forum for the exchange of information and good practice between Member States at EU level, with the purpose of finding successful solutions for integration of immigrants in all Member States and to ensure policy co-ordination and coherence at national level and with EU initiative."⁶²

The "Integration Handbook" is another initiative developed as a consequence of the CBPs

⁵⁷ European Commission (2005 b), *Communication from the Commission to the Council, the European Parliament, the European Economic and Social committee and the Committee of the Regions: A Common Agenda for Integration - Framework for the Integration of Third-Country Nationals in the European Union*, COM (2005) 389 final.

⁵⁸ European Commission (2011 a), *Communication from the Commission to the Council, the European Parliament, the European Economic and Social committee and the Committee of the Regions: European Agenda for the Integration of Third Country Nationals*, COM (2011) 455 final, Brussels

⁵⁹ Cf. European website on integration, <http://ec.europa.eu/ewsi/en/policy/legal.cfm>

⁶⁰ European Network Against Racism (2010), *EU integration Policy – how to move forward: preliminary comments of the European Network Against Racism on the Second European Agenda for integration*, page 4

⁶¹ European website on integration

⁶² Ibid.

and the 2005 communication. Published in three editions (2004, 2007, 2010)⁶³ it aims to act as a “driver for the exchange of information and good practice between integration stakeholders in all Member States”. The handbook was written by the staff of the Migration Policy Group on behalf of the European Commission, following a participatory process of desk research, a series of technical seminars with experts in member states and input received from the network of national contact points on integration.

As the EU competence on integration has been and remains limited, funding for integration projects is an important element of EU policy in the area. Funding has been made available from the EU budget under the “European Fund for the Integration of Third-country nationals (EIF)” budget line since its adoption in 2007.⁶⁴ The Fund has a total budget of EUR 825 million for the period 2007-2013. It allocates most of the money to support of activities at Member States' level and up to 7% of the total fund for initiatives at EU level (“Community actions”). Following the logic of a “Shared management” funding, each country has developed its own multi-annual programming strategy for the period 2007-13 on the use of the allocation they receive each year. The strategy constitutes the framework for the implementation of actions through annual programmes. While the official mid-term evaluation of the EIF fund underlined its importance and added value,⁶⁵ academic research has raised the question to which extent the EIF was helpful in indeed promoting all of the CBPs.⁶⁶

Member states have been somewhat more restricted and general in their activities on integration, even though three ministerial conferences on integration (Potsdam 2007, Vichy 2008 and Saragossa 2010) followed the initial ministerial meeting in Groningen 2004. After the adoption of CBPs in Groningen, the three follow up meetings adopted conclusions. The meeting in Potsdam 2007 focused on intercultural dialogue,⁶⁷ while the one in Vichy 2008 highlighted the role of local actors⁶⁸ and the one in Saragossa 2010 strengthened the idea of integration as a “driver of development and social cohesion”⁶⁹. The Saragossa ministerial conference also stresses the idea of “*developing common European modules that can be used when establishing local or national integration policies.*”⁷⁰

Separate sub-chapters in the two multi-annual programmes of the EU in the area of Freedom, Security and Justice (The “Hague programme”⁷¹ for the years 2004-9 and the “Stockholm programme”⁷² for 2009-2014) addressed integration, even though only in terms of guiding principles. Chapter 1.5 of the “The Hague programme” underlined the progress made in integration policies and reaffirmed that integration is a two-way process

⁶³ European Commission (2004/2007/2010), *Handbook on Integration for policy-makers and practitioners: first, second, third edition*, published by the Publications Office of the European Union, Luxembourg

⁶⁴ While other EU funds such as the European Refugee Fund or European Social Fund may support activities that help in the integration process, the EIF is the only EU fund which specifically has migrants' integration as its aim.

⁶⁵ European Commission (2011 b), *Report from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on the results achieved and on qualitative and quantitative aspects of implementation of the European Fund for the Integration of third-country nationals for the period 2007-2009* (report submitted in accordance with Article 48 (3) (b) of Council Decision 2007/435/EC of 25 June 2007) COM 20011 847 final, Brussels

⁶⁶ Carrera, S, Faure Atger. A. (2011), *Integration as a two-way process in the EU? Assessing the Relationship between the European Integration Fund and the Common Basic Principles on Integration*, Published by the Centre for European Policy Studies (CEPS), Brussels

⁶⁷ Council of the European Union (2010), *Conclusions of the Council and the Representatives of the Governments of the Member States on Integration as a Driver for Development and Social Cohesion*, document 9248/10, Brussels, page 7

⁶⁸ Ibid., page 8

⁶⁹ Ibid., page 10

⁷⁰ Ibid, page 11. The idea had already been mentioned in Council Conclusions of 12-13.6. 2007, at that time however with more reservation see. European Council (2007), page 26

⁷¹ Council of the European Union (2005)

⁷² European Council (2010)

and the need for regular interaction and inter-cultural dialogue. It highlighted that integration includes but needs to go beyond anti-discrimination policy and stressed the principles of respect for basic values and fundamental rights, the importance of basic skills for participation as well as the importance of employment and education. Along similar lines, the "Stockholm programme" affirmed the notion of integration as a two-way process and the importance of democratic values and social cohesion in relation to immigration as well as the importance of inter-cultural dialogue. It also called for mainstreaming of comprehensive integration into other relevant policy areas and for the development of core indicators of integration (in a limited number of core areas) and European modules to support integration.⁷³

The European Parliament in a comprehensive "Resolution on strategies and means for the integration of immigrants in the European Union"⁷⁴ in 2006 outlined its views on integration. In a debate, which had very much been dominated by member states and the European Commission and which had often moved from prioritising migrants rights to highlighting migrants obligations, the EP report reiterated a comprehensive approach: it particularly highlighted direct link of integration and anti-discrimination and welcomed the common basic principle while stressing the importance of the principles relating to employment (no. 3), interaction (no. 7) and participation (no. 9). Particular emphasis was placed on the "rigorous monitoring mechanisms for the evaluation of integration programmes in the Member States, including through the use of independent experts, and to launch a rigorous and practical biannual report on migration and integration."⁷⁵

The political dynamic created around integration has become such that some observers argued that the EU was despite a clear lack of legal basis implementing a de-facto open method of coordination on integration⁷⁶.

Based on the different activities and policy elements in the area of integration, it is difficult to clearly identify common "red threats" and common priorities in the EU integration debate. The different policy documents and activities are at least different in focus, sometimes almost contradictory. Many activities and policies refer back to the CBPs, but it is hard to argue that they have indeed been developed as a result or measured against the CBPs. The fact that there is no legal basis and therefore there never was the aim to adopt binding standards may have contributed to a debate which often was more an "anything goes" rather than following a truly common agenda.

Despite all the differences, there is a growing common understanding that integration is a multifaceted process, which goes through different phases over time, and involves different actors at different levels. Broadly speaking, most national and local actors tend to structure policies and practices supporting integration around six main areas: language, employment, education/qualification, cultural coherence/common values, democratic participation and community life. Other issues such as equality/anti-discrimination, security or accesses to services are often mentioned in policy or addressed in programme activities and projects even though they are sometimes left out.

⁷³ Draft modules have been developed by the Migration Policy Group as a service provider to the European Commission and published in February 2012, Subjects covered are: 1) Introductory and language courses; 2) A strong commitment by the host society; and 3) The active participation of immigrants in all aspects of collective life. It is unclear what the future process around these draft modules will be.

⁷⁴ European Parliament (2006) *Resolution on strategies and means for the integration of immigrants in the European Union*, 2006/2056 (INI), Strasbourg, the so-called "Lambrinidis report"

⁷⁵ Ibid.

⁷⁶ UNHCR, Migration Policy Group (2010), page 2

1.2.2 Measuring integration: 'good practices', indicators and evaluation

While the CBP number 11 already in 2004 called for "clear goals, indicators and evaluation mechanisms", the EP resolution of 2006 also emphasized the need for rigorous (external) monitoring and the Stockholm programme called for EU support for the development of "core indicators" in the area of integration. Nevertheless, a lot of the exchange between different actors has focussed on good/best practice without qualifying why a practice is considered as "good" or "best".

Even more, throughout the debate on successes or failure in integration, different actors have put distinctly different impetus on various elements of integration – in some cases, there have been open disagreements on qualifying integration activities as a good or bad practice and their results as success or not. Some of the actors, often from migrant communities themselves, have challenged central elements or underlying assumptions of integration policies as promoted by EU Member States, even going as far as analysing that *"the debate has ceased to be a two-way process based on dialogue, consultation and mutual respect"*⁷⁷. It is therefore hard to speak of a consensus among practitioners on evaluating integration measures⁷⁸.

Academia has played an important role in attempting to establish commonly accepted criteria and mechanisms/indicators to evaluate integration policy and integration measures.⁷⁹ Tools such as the widely acknowledged Migration Policy Index (MIPEX)⁸⁰ have even been trying to develop a standard model to assess policy and practice, which would result in a differentiated assessment of each policy element and its different measures.

While academic debate on integration indicators is vivid - even though not conclusive - little of it has found its way into the mainstream of discussions of EU policy or practitioners. The integration handbook for example in its attempt to be a tool for practitioners, in its first edition outlined "what does it take to share best practice" and later provided a "benchmarking tool", which gave a couple of indications for integration actors how to develop integration policies.⁸¹ However, none of its editions explicitly determines what makes a good/best practice good/best or looked at outcomes.

The great disconnect between academia and policy raises a number of questions. Practitioners have sometimes argued that rather elaborate assessment tools developed by academia with hundreds of indicators are too complex to be used in practice. In addition, the levels of reflection of academic research and practitioners have often been different: while the former looked more at conceptual level and policy, the latter often considered one precise activity in one precise location. It needs however to be asked what evidence practitioners use for their policies and programmes if so little of academic research is reflected in them.

As a result, there is so far neither in policy nor in practice a consolidated, commonly agreed understanding on how to qualify successful integration or how to measure/assess

⁷⁷ Fekete, Liz, Bouteldja, N. Mühe, N. (2010), *Alternative Voices on Integration in Austria, France, Germany, the Netherlands and the UK*, Published by the Institute of Race Relations, London page 2

⁷⁸ One of the most polemically debated questions/ conflict lines is around the question how much migrants' integration programmes should enable migrants to "fit in" and to which extent they need to include measures to develop/change institutions of the resident society. See Carrera S. and Faure Atger (2011), pages 54 ff.

⁷⁹ Other academics, particular from the US, would more work with a model of integration „markers“, see Banulescu-Bogdan, N. (2012), *Shaping Citizenship Policies to Strengthen Immigrant Integration*, Migration Policy Institute paper, Washington

⁸⁰ MIPEX evaluates policy and programmes on integration according to currently 148 policy indicators. It aims to give practitioners (policymakers, civil society) a quick reference guide to assess the impact of their policy/programme changes and get an overall impression of their country. Migration Policy Group, British Council 2011, *Migrant Integration Policy Index III*, Brussels

⁸¹ European Commission 2004, page.11

integration or the policies and practical measures aiming to facilitate integration.⁸²

Some observers have actually gone as far as arguing that the understanding by certain actors (in particular the Council, to a lesser extent the European Commission) of what integration entails and what forms a good integration policy has very significantly changed over time, moving from a debate highlighting rights of third country nationals to putting obligations on them.⁸³ It is equally unclear what the impact of common basic principles and other policy debates is with regard to designing and evaluating policies and measures nationally. In its last fully-fledged report on integration the Commission carefully formulated: "Most concepts present in Member States' integration policies are codified by the Common Basic Principles and they are, to different extents, reflected in their integration strategies."⁸⁴

In practice, the exchange of "best practice" is usually based on an assessment of those who have been providing measures or their beneficiaries. Even when these assessments happen in the context of a structured evaluation, (e.g. through a survey on refugee's satisfaction with the process), they are usually process-oriented but rarely outcome-oriented.⁸⁵

An approach based on indicators has been taken by Eurostat, which in 2011 published a pilot study on immigration integration indicators.⁸⁶ The study presents a set of outcome indicators in areas such as employment, education, social inclusion and active citizenship and gives a state of the art report by presenting the data available on these indicators. However it does not provide any link between integration programmes and their positive or negative correlation with outcome indicators and therefore does not allow to judge success or failure of particular measures.

Consequently, there is so far no clear way of measuring successful integration programmes with demonstrated outcomes and this study will have to rely on initial assessments of those which are implementing policy and measures about the success of these measures.

1.2.3 The integration of resettled refugees

Within the broader framework of EU integration debates, astute observers will notice a gradual disappearance of refugees and the almost complete absence of any specific reference to (resettled) refugees – probably a reflection of the relative (lack of) numerical importance of these groups in relation to overall numbers of newly arrived migrants in the EU: whereas the annual report on immigration and asylum of May 2012 speaks of 2, 5 million first residence permits issued in the EU in 2010 and 302.000 asylum applications were received through the EU in 2010,⁸⁷ the joint intake of resettled refugees of all EU Members States in 2010 was 4.707 only persons.⁸⁸

The 2003 Integration Communication by the European Commission⁸⁹ had under the

⁸² Huddleston, Thomas (2009), *How to evaluate the promotion of integration and measure its effects? Experiences in the EU*, background document for 3rd Swiss Asylum Symposium

⁸³ Carrera, Sergio (2008), *Benchmarking integration in the EU, Analysing the debate on integration indicators and moving it forward*, Published by the Bertelsmann Foundation, Gütersloh pages 8ff.

⁸⁴ European Commission (2007), *Communication to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions - Third Annual Report on Migration and Integration*, COM (2007) 512 final, point 4

⁸⁵ For example: Platts-Fowler, D., Robinson, D. (2011) on the UK Gateway resettlement programme

⁸⁶ Eurostat (2011), *Indicators of immigrant integration: A Pilot study*, Luxemburg (2011)

⁸⁷ cf. European Commission (2012) *Communication to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions: Third annual report on immigration and asylum*, COM (2012) 139 final, Brussels

⁸⁸ cf. UNHCR (2012 b), *UNHCR Projected Global Resettlement Needs*, presented at 18th annual tripartite Consultations on resettlement 9-11 July 2012, Geneva, page 315

⁸⁹ European Commission (2003 b), *Communication to the Council, the European Parliament, the European*

heading “needs of specific groups” explicitly addressed the needs of refugees and beneficiaries of international protection. It called for specific programmes addressing the vulnerability of refugees as such and particularly vulnerable groups among refugees, for example through measures to enable the empowerment of refugees as well as particular measures to facilitate the recognition of prior qualifications of refugees.

Neither the Common Basic Principles mentioned above nor the “Common Agenda for Integration”⁹⁰ took up these or other suggestions pertaining to refugees. Rather on the contrary, the “Common Agenda for Integration” in the chapter “Legal framework concerning the admission and stay of third-country nationals” mentions the EU framework legislation on e.g. family reunification, but fails to mention the set of directives adopted in the area of asylum – surprising given that these directives and the national laws flowing from them every year give tens of thousands of third-country nationals the right to legally reside in the EU.⁹¹

It was only in 2009, that a Commission Communication again specifically considered refugees in the context of integration, this time in the orientations for the development of what later became the “Stockholm Programme”.⁹² Under the heading “a single area of protection” it is noted that the integration of persons enjoying international protection should be improved and “account taken of the conditions of their arrival in the EU”. This somewhat unclear formulation is not further developed and the communication in the following discusses integration in the context of policies for those asylum applicants who have not been granted protection status, but cannot return. In the next chapter of the Communication, the focus further moves to the issue of sharing of responsibility for hosting and integrating refugees – a notion, which suggests that Member States are more concerned about *where* refugees should integrate than about *how* they should do it. The “Stockholm Programme” does not make any explicit reference to refugee integration nor does the subject of refugee integration appear in the 2011 Commission Communication “A European Agenda for Integration of third-country nationals”⁹³. Rather on the contrary, the authors of the Commission Communication of 2011 apparently did not think of refugees: the Communication has a strong focus on cooperation with third country nationals’ countries of origin and suggests various measures of cooperation with these countries – something which would be highly problematic for refugees given that the countries of origin for refugees often equal actors of persecution, i.e. those from whom they have actually been seeking refuge.

As most of the EU policy documents and processes since 2003 made no specific mention of refugees, a recent study commissioned by UNHCR on integration of beneficiaries of international protection went as far as concluding that “*beneficiaries of international protection have not been mainstreamed, but rather excluded, from the standard setting*”

Economic and Social Committee and the Committee of the Regions on immigration, integration and employment, COM (2003) 336 final, Brussels

⁹⁰ European Commission (2005 b), *Communication from the Commission to the Council, the European Parliament, the European Economic and Social committee and the Committee of the Regions: A Common Agenda for Integration - Framework for the Integration of Third-Country Nationals in the European Union*, COM (2005) 389 final, Brussels

⁹¹ It would seem that in the distinction between the policy areas of asylum and immigration, integration was increasingly seen as a part of immigration, but not as related to asylum. This would also explain why the provisions in the EU treaties pertaining to integration after the Lisbon treaty have been inserted into article 79 TFEU, which pertains to immigration, entry and irregular migration and not in article 78, which contains provisions on asylum.

⁹² European Commission (2009 c), *Communication to the European Parliament and the Council: an area of freedom, security and justice serving the citizen*, COM (2009), Brussels, pages 27ff.

⁹³ European Commission (2011 a)

*and financial instruments...".*⁹⁴

A more detailed examination might nevertheless show that some, even though minor, consideration has been given to the group of refugees and beneficiaries of international protection in the integration debate.

The standard model of integration indicators used by MIPEX has been adapted and contextualised for refugees for the use of UNHCR representations in Europe (see following chapter).

A series of projects, often financed under the EIF budget line, explicitly or implicitly targeting refugee integration have been mentioned in the three editions of the Integration Handbook⁹⁵. Among those few, we can find employment projects targeting refugees (sometimes along with other groups) - mentioned across the two latter editions. In its third edition, the Handbook also highlights the Scottish refugee week's media awards or the Finnish media training for migrants and refugee groups. However, it does not highlight any specific lessons learnt for refugee integration. As in the 2003 Communication, the issue of qualification of refugees is mentioned in the Handbook: the 3rd edition of the Handbook highlights the possibility for refugees to have certificates for primary or secondary education or academic degrees recognised in Belgium even when the normally required documentation cannot be provided by making a solemn declaration⁹⁶. Similarly, the integration website lists a number of projects, which implicitly or explicitly include refugees – however this is once again done without giving any systematic guidance on which specific integration approaches might be needed for refugees or would be qualified as best practice.

INTEGRATION OF REFUGEES IN THE EUROPEAN PARLIAMENT RESOLUTIONS

The probably most explicit recent reference in official EU documents on the integration of refugees can be found in two documents of the European Parliament: in the "Lambrinidis report"⁹⁷ of 2006, the EP encourages highlights that "*there should be a focus on the integration of newcomers, ensuring nevertheless that programmes that target second and third-generation immigrant descendants also receive funding; programmes aiming to help refugees as they prepare to enter and integrate into EU societies should also be considered*" (2 f)) and goes on to encourage "*Member States to make provision for integration-related measures for refugees during the reception phase, such as language courses or voluntary work activities, taking into consideration the fact that the integration process for refugees starts during the reception phase*" (30).

The most thorough reference regarding the principles for refugee integration which have been made in an official EU document and the only one explicitly mention of RESETTLED refugees, is to be found in the above-mentioned EP "Tavares report"⁹⁸ on resettlement of 2010⁹⁹. In its resolution, the EP noted that "attention should be drawn not only to the

⁹⁴ UNHCR, Migration Policy Group (2010), page 2. The study argues that beneficiaries of international protection were no longer included under the integration standard-setting as the Hague programme had addressed them under a different heading from other third country nationals.

⁹⁵ European Commission (2004/2007/2010)

⁹⁶ Ibid., third edition, page 134

⁹⁷ European Parliament (2006)

⁹⁸ European Parliament (2010 b), *Resolution of 18 May 2010 on the establishment of a joint EU resettlement programme*, 2009/2240 (INI), Strasbourg.

⁹⁹ The 3rd edition of the integration handbook also makes reference to the "Starting point" project which refugee action has developed for educational orientation for resettled refugees in the context of the UK gateway programme in Bolton, but fails to explicitly mention that the target group are RESETTLED refugees or to draw any particular conclusions from it, cf. European Commission (2004/2007/2010), third edition, page 135

need to involve more Member States in resettling refugees but also to the quality, sustainability and effectiveness of the resettlement, focusing on integration measures" (consideration N). The EP reiterated the notion that refugee integration needs to start as early as possible and considers that "refugees should be promptly granted access to language and cultural courses and, where necessary, to medical and psychological care" (consideration O)... and stated that "access to job opportunities for adults and immediate integration of minors in schools constitute an essential step with a view to the success of an effective resettlement initiative and that they should for this reason have access to educational and professional guidance services" (consideration P).

The EP went on to call for

- the **relevance of follow-up measures on the quality of reception and integration** in the host Member States not to be disregarded; considers that the success of resettlement must be defined not only in terms of the physical displacement of refugees from a third country to a Member State but also in terms of the implementation of measures that allow the integration of refugees in the host country; (point 16)

- special attention to be given to the **human resources involved in any present or future EU Resettlement Programme** in order to ensure a procedure which allows good practices of adaptation and integration of refugees in the host society, as experience shows that resettlement efforts need to be conducted with monitoring by appropriate officers and experts (point 17).

The EP resolution also considered "that an effective EU Resettlement Programme must include provisions on follow-up measures, insisting on the quality of the resettlement in each Member State, good standards at every stage from recognition to reception and integration of the refugees" (point 39) and called "on the Member States involved in the resettlement programme to evaluate their measures taken in the resettlement procedure so as to secure and improve the refugees' integration. Member States should also follow up regularly on the refugees' integration" (point 40). **The EP insisted that strong partnerships between actors like UNHCR, governments and civil society should be built to facilitate the integration of resettled refugees.**

Some guidance on specific criteria/recommendations for refugee integration can be found in EU-funded projects. As a result of a joint project on "NGO integration focal points", a set of six policy briefings were developed by ECRE and Caritas Europe. They among others recommended that asylum seekers should not be in collective housing for longer than 6 months, after which they should be given access to independent housing and likewise recognised refugees should be guided and assisted to acquire private housing.¹⁰⁰ Another set of recommendations recommended early access of asylum seekers to the labour market and early and unrestricted access of recognised refugees to employment plus appropriate career guidance for refugees.¹⁰¹ Along similar lines, it was recommended that introduction programmes for migrants would be open to asylum seekers and refugees.¹⁰²

The International Catholic Migration Commission in 2010 in cooperation with civil society actors and municipalities from 11 countries developed a specific "charter of principles" for

¹⁰⁰ ECRE, Caritas Europe (2007 a), *NGO network of integration focal points, Policy briefing on housing for refugees and migrants in Europe*, Brussels

¹⁰¹ ECRE, Caritas Europe (2007 b), *NGO network of integration focal points, Policy briefing on employment and employment support for refugees and migrants in Europe*, Brussels

¹⁰² ECRE, Caritas Europe (2007 c) *NGO network of integration focal points, Policy briefing on introduction programmes and language courses for refugees and migrants in Europe*, Brussels

the reception and integration of resettled refugees (see Chapter 2).¹⁰³

In summary, it can be said that specific recommendations for the integration of (resettled) refugees are scarce. Deducting from the few sources which are available it would seem that the Common Basic Principles would also apply, and that the main concern would be the earliest possible access of refugees as well as asylum seekers to general and later tailored integration measures. However, the specific issue of education and recognition of qualification seems to be a major specific concern as well as the access and quality of housing. As for resettled refugees, a regular follow up on their integration success is demanded, the challenge of job opportunities is mentioned and it is suggested that partnerships between UNHCR, civil society and government as well as former refugees should be created and maintained in integration support programmes for resettled refugees.

2. GLOBAL RESETTLEMENT GUIDELINES AND RECOMMENDATIONS FOR THE INTEGRATION OF RESETTLED REFUGEES

2.1 UNHCR guidance

European recommendations and guidelines on the integration of resettled refugees have, where they exist, developed in coordination with global recommendations developed by the United Nations High Commissioner for Refugees (UNHCR) and resettlement partners including the International Organization for Migration (IOM), resettlement states and NGOs.

The number of refugees in need of resettlement far outstrips the number of resettlement places available, and UNHCR encourages new states to establish resettlement programmes. While encouraging states to offer resettlement places, UNHCR also stresses that the measure of effective resettlement is not only how many refugees in need of resettlement have access to the solution, but also the way they are received and supported in the process of becoming full participants in their new communities. Recognizing that "successful" integration helps to foster the support of receiving communities for resettlement, UNHCR is engaged in assisting resettlement states to be as effective as possible in supporting, guiding and strengthening the integration process for resettled refugees.

Integration as an essential component of durable solutions

UNHCR is mandated to provide international protection to refugees and other persons of concern to the Office and to seek permanent or durable solutions to their problem. The 1951 Convention relating to the Status of Refugees and its 1967 Protocol include an emphasis on facilitating integration in order to provide refugees with truly durable solutions.

The social and economic rights to be accorded to all refugees articulated under the 1951 Convention are geared towards the process of integration. These include freedom of movement, access to education and the labour market, access to public relief and assistance, including health facilities, the possibility of acquiring and disposing of property and the capacity to travel with valid travel and identity documents. Article 34 specifically calls on states to facilitate integration and access to naturalization.

The foundation of resettlement is the allocation of these basic rights, as well as permanent

¹⁰³ International Migration Commission Europe (2011), pages 139ff.

residence on arrival, and eventual access to citizenship. No state is legally obliged to offer resettlement - establishing a resettlement programme is a voluntary expression of international solidarity. While UNHCR encourages states to offer resettlement places, and identifies refugees in need of resettlement as part of its mandate to seek durable solutions, it is states that are responsible for establishing the legal framework to offer resettlement places, and for ensuring that reception and integration programmes are in place, and that service providers and civil society are ready to support the resettled refugees to become established in their new community.

UNHCR stresses that integration includes access to legal status and rights, as well as support and opportunities to facilitate establishing themselves into their new community.¹⁰⁴ Integration requires receiving states and civil society to take necessary steps to ensure refugees can achieve long-term economic stability and adjustment to the new society, which includes supporting the readiness of host communities and public institutions to welcome refugees. The process of integration is complex and gradual, and the inter-related legal, economic, social and cultural dimensions are all important for refugees' ability to integrate successfully as fully included members of society.¹⁰⁵

UNHCR guidance documents

As part of its mandate to seek durable solutions, UNHCR is engaged in assisting resettlement states to be as effective as possible in the integration of resettled refugees. Working together with NGOs, UNHCR has also promoted resettlement in the European context through advocacy efforts and direct engagement through training and operational capacity building.

In recognition of the importance of collaboration with resettlement partners - in particular resettlement States, international organizations and NGOs, UNHCR established regular **tripartite consultative processes** between these partners in the mid-1990s. The Working Group on Resettlement (WGR), and the Annual Tripartite Consultations on Resettlement (ATCR), are important fora for strengthening partnerships, sharing best practices and enhancing a consultative and collaborative approach to resettlement. The meetings of the WGR (twice a year) and the ATCR (once every year) have established a framework of regular exchange between countries involved in resettlement as well as so-called "emerging" resettlement countries.

Moreover, UNHCR launched a broad "**Integration Initiative**" focusing on resettled refugees in 2000. At that time the emergence of new resettlement countries and the growing diversity of UNHCR resettlement submissions highlighted the need to complement the well-defined and commonly endorsed resettlement guidelines outlined in the Resettlement Handbook¹⁰⁶ released with guidelines on the reception and integration of refugees in their new communities. While the European Union had launched initiatives on the integration of spontaneously arriving refugees, as we saw in Chapter 1.2, this UNHCR initiative was the first with a global focus specifically on the reception and integration of resettled refugees.

Following that, the 2001 International Conference on the Reception and Integration of Resettled Refugees (ICRIRR, the so-called "Norrköping" conference) provided an international forum for the exchange of integration experiences, processes and procedures, and served to strengthen formal and informal links between the traditional and new or emerging resettlement countries. A set of common integration principles were endorsed by

¹⁰⁴ UNHCR (2011 a), *UNHCR Resettlement Handbook*, page 7.

¹⁰⁵ UNHCR Executive Committee (2005), *Conclusion on Local Integration*, No. 104 (LVI), para k.

¹⁰⁶ The UNHCR Resettlement Handbook was first released in 1996, and most recently revised in 2011.

resettlement partners at the ICRIRR conference, which built upon work done previously by the European Council on Refugees and Exiles to define integration as a dynamic, multi-dimensional process.¹⁰⁷ These principles also stressed the need to keep refugees at the centre of all efforts, and the importance of strengthening receiving communities and strengthening partnerships to ensure that refugees are supported to integrate.

¹⁰⁷ ECRE (1999), *Position on the Integration of Refugees in Europe*, Brussels,

Table 2: ICRIRR principles

ICRIRR: PRINCIPLES¹⁰⁸

'You can't feel grounded until you belong. You can't belong until you're accepted'

Integration

1. Integration is a mutual, dynamic, multi-faceted and on-going process. "From a refugee perspective, integration requires a preparedness to adapt to the lifestyle of the host society without having to lose one's own cultural identity. From the point of view of the host society, it requires a willingness for communities to be welcoming and responsive to refugees and for public institutions to meet the needs of a diverse population."¹
2. Integration is "multi-dimensional in that it relates both to the conditions for and actual participation in all aspects of the economic, social, cultural, civil and political life of the country of resettlement as well as to refugees' own perceptions of, acceptance by and membership in the host society."²
3. Opportunities for resettled refugees to become citizens and to enjoy full and equal participation in society represent an over-arching commitment by governments to refugee integration.
4. Family reunification is crucial to refugee integration. Similarly, relatives and ethnic community networks can play key roles in successful refugee integration.
5. A multi-dimensional, comprehensive and cohesive approach that involves families, communities and other systems can help refugees to restore hope and to re-build their lives.

Refugees at the Centre

6. Refugees bring resources and skills to the countries in which they resettle. Host societies are strengthened and enriched by the contributions of refugees.
7. Refugee participation and leadership are essential in the development, implementation and evaluation of both refugees' own individual settlement and integration programmes.
8. Underlying the practical, tangible needs which refugees have are more fundamental needs for dignity, security, social connectedness, and identity. Both these more fundamental needs and immediate material needs must be addressed.
9. Enabling refugees to use their own resources and skills to help each other is a priority.
10. Responding to the range of needs specific to the refugee experience will improve resettlement programmes and enhance integration.

Strengthening Receiving Communities

11. Building community capacity for equitable partnership in refugee reception and integration involves all sectors of the community.
12. Refugees integrate themselves. The responsibility of the public, private and community sectors is to work alongside refugees as facilitators to create an environment in which people can be empowered.
13. The public should receive accurate and timely information about refugee situations. Receiving communities require additional specific information in preparing for the arrival of refugees in their communities. In both cases, the media have an important role to play.

Strengthening Partnerships

14. Multi-faceted partnerships need to be continually developed and strengthened among governments, refugees, communities, non-governmental organisations, and volunteers

¹⁰⁸ UNHCR, (2001) *ICRIRR Proceedings Report*

15. Strengthening relationships between those working to identify refugees in need of resettlement and the communities where they will be resettled is important to the resettlement process.

1. Adapted from the European Council on Refugees and Exiles, *Policy on Integration, 1999*

2. *ECRE policy on integration 1999*

A set of integration goals was consequently developed to put the ICRIRR principles into practice. The goals describe the practical elements of an integration program and the basic resources required to assist refugees in their resettlement, while ensuring that the process is a mutual one to which both refugees and receiving societies contribute and from which both benefit. These goals form the foundation for UNHCR's *Refugee Resettlement: an International Handbook to Guide Reception and Integration*.¹⁰⁹ Targeted at programme planners, the handbook gives examples of good practices for managing initial reception, preparing host communities, language training, education, and employment and addresses issues that planners should consider in order to ensure that the needs of all resettled refugees are taken into account.

Handbook to Guide the Reception and Integration of Resettled Refugees

GOALS FOR INTEGRATION

ONE	To restore security, control and social and economic independence by meeting basic needs, facilitating communication and fostering the understanding of the receiving society
TWO	To promote the capacity to rebuild a positive future in the receiving society.
THREE	To promote family reunification and restore supportive relationships within families.
FOUR	To promote connections with volunteers and professionals able to provide support.
FIVE	To restore confidence in political systems and institutions and to reinforce the concept of human rights and the rule of law.
SIX	To promote cultural and religious integrity and to restore attachments to, and promote participation in, community, social, cultural and economic systems by valuing diversity.
SEVEN	To counter racism, discrimination and xenophobia and build welcoming and hospitable communities.
EIGHT	To support the development of strong, cohesive refugee communities and credible refugee leadership.
NINE	To foster conditions that support the integration potential of all resettled refugees taking into account the impact of age, gender, family status and past experience.

Building on the momentum of the ICRIRR collaboration, and supported through the ATCR forum, resettlement stakeholders continued to consult globally on the legal and policy foundation required to facilitate the integration of resettled refugees, and to engage in activities to facilitate the sharing of best practices on the delivery of services.¹¹⁰ UNHCR

¹⁰⁹ UNHCR and VFST (2002)

¹¹⁰ See Canadian Council for Refugees, (2004) *Supporting Next Steps in Integration Initiatives. An Inventory of Opportunities and Needs in the Integration of Resettled Refugees*, August 2004.

encouraged the “twinning” of established and emerging resettlement states to develop and strengthen resettlement and integration programmes. Twinning in the context of resettlement can be described as any partnership activity between states, NGOs, service providing organizations, international organizations and or the UNHCR which aims to encourage a new(er) resettlement state to develop or strengthen its resettlement programme. Twinning partnerships have ranged widely in their focus and duration, and while most are funded by the states, some have attracted external funding, including EU support, for example under the ERF.¹¹¹

The benefits of collaboration and partnerships, and the essential aspects of integration were reinforced in UNHCR’s 2003 *Agenda for Protection*, in the 2004 *Multilateral Framework of Understandings on Resettlement*, and in the 2005 Executive Committee *Conclusion on Local Integration*.

Goal 5 Objective 5 of the Agenda for Protection encourages:

“States and UNHCR, in cooperation with NGOs, to develop capacity-building programmes with new resettlement countries, involving training, as well as “twinning” and related support.”

“States to put in place policies to ensure that resettlement runs in tandem with a more vigorous integration policy, aimed at enabling refugees having durable residence status to enjoy equality of rights and opportunities in the social, economic and cultural life of the country, especially as regards: education, including language training and skills development; the labour market, family reunification and citizenship.”¹¹²

Multilateral Framework of Understandings on Resettlement

40. Resettlement countries and relevant resettlement partners to work with refugees, as needed, to enhance their effective integration, with a view to progressively attaining the standards enjoyed by nationals. The following are some examples of the kinds of services that have proven helpful:

- providing pre-departure and post-arrival orientation;
- providing access to education (including language training and skills development), employment and health and social services;
- working to engender public support and acceptance, including through public relations campaigns, especially in situations where a number of refugees are resettled in a short period of time; and
- promoting naturalization.

41. Resettlement countries to accord resettled refugees secure legal status upon arrival, including civil, political, economic, social and cultural rights.

42. Resettlement countries to endeavour to ensure that resettled family members of resettled refugees receive a secure legal status unaffected by subsequent changes in the family unit, such as through divorce or death.¹¹³

¹¹¹ UNHCR (2009 a) *Guidelines on Twinning Arrangements between Resettlement States (established, emerging and observer states)*, ATCR, 2009.

¹¹² UNHCR, (2003), *Agenda for Protection*

¹¹³ UNHCR (2004), *Multilateral Framework of Understandings on Resettlement*, FORUM/2004/6, 16 September 2004.

ExCom Conclusion on Local Integration, 7 October 2005, No. 104 (LVI)

"Local integration in the refugee context is a dynamic and multifaceted two-way process, which requires efforts by all parties concerned, including a preparedness on the part of refugees to adapt to the host society without having to forego their own cultural identity, and a corresponding readiness on the part of host communities and public institutions to welcome refugees and to meet the needs of a diverse population."¹¹⁴

By 2003, at the time of the European Commission's study on the feasibility of setting up resettlement schemes in EU Member States, only six European Union member states had established or were establishing fully-fledged resettlement programmes. (In addition to this Iceland and Norway had resettlement programmes and a number of other EU countries were involved on an ad-hoc basis.) European countries were therefore seen as a UNHCR priority region to expand the resettlement base.

One of the **twinning partnerships** at the time had the specific aim to develop comprehensive models for the resettlement process that could be utilized by other EU Member States and other countries. The MORE Project ('Modelling of National Resettlement Process and Implementation of Emergency Measures') was an EC-funded project which ran from December 2003 to April 2005. The Project partners were the Ministry of Labour, Finland (MOL) and the Reception and Integration Agency, Ireland (RIA) in cooperation with the United Nations High Commissioner for Refugees (UNHCR), the International Organisation for Migration (IOM) and the European Council on Refugees and Exiles (ECRE). The main outcome of the Project was the production of a guide (*Shaping our Future: a practical guide to the selection, reception and integration of resettled refugees*).¹¹⁵ A number of the key recommendations of the guide focused on the importance of establishing effective cooperation structures between all involved actors, the need for advance preparation among the local actors, and the benefits of engaging existing refugee communities in the integration process. As discussed further in the next section, a number of other collaborative transnational projects involving UNHCR and NGO partners have followed, and these have played a critical role in creating an encouraging environment for resettlement.¹¹⁶

Central European countries have been facing a number of specific economic, social and structural challenges in meeting their requirements towards asylum-seekers and recognized refugees, yet at the same time some expressed interest in establishing resettlement programmes. (the Czech Republic began resettlement in 2008). UNHCR's Regional Representation for Central Europe developed a '*Note on the Integration of Refugees in Central Europe in 2009*' to set out UNHCR's position on selected themes pertaining to refugee legal, economic and sociocultural integration in light of currently prevailing conditions and realities in Central Europe. The Note and the Agenda for the Integration of Refugees in Central Europe serve as a reference framework for any review or evaluation of current integration arrangements in the region or the development of future government and other stakeholders' activities on the integration of persons in need of international protection including refugees arriving as part of resettlement programs.¹¹⁷

¹¹⁴ UNHCR Executive Committee (2005), *Conclusion on Local Integration*, para k.

¹¹⁵ Ekholm E., Magennis S., and Salmelin L., (eds.) (2005), *Shaping Our Future. A Practical Guide to the Selection, Reception and Integration of Resettled Refugees*, Finland: Ministry of Labour, Helsinki

¹¹⁶ A direct follow-up to MORE was MOST- a joint project of Finland, Ireland, Spain, Sweden the focus of which was to develop comprehensive models for quicker and better integration of refugees, who come directly from crises situations or refugee camps to the European Union, see Finland Ministry of Labour (2008) *Promoting Independence in Resettlement*, Final Publication of the MOST Project, Helsinki.

¹¹⁷ UNHCR Regional Representation for Central Europe, (2009 a), *UNHCR Agenda for the Integration of Refugees in Central Europe*, Budapest, and UNHCR Regional Representation for Central Europe, (2009 b) *UNHCR Note on Refugee Integration in Central Europe*, Budapest

UNHCR Agenda for the Integration of Refugees in Central Europe

Main themes

1. Strengthening Partnerships among Key Stakeholders
2. Needs-based Assessment and Targeted Integration Measures
3. Fostering Participation and Building Links with Local Communities
4. Acknowledging the Links between the Reception and Integration Phases
5. 14. A Secure Legal Status and Equal Access to Rights
6. Access to Safe, Secure and Affordable Housing
7. Active Participation in the Economic Life of the Receiving Country
8. 14. 14. Participation through Education
9. Language Learning as a Path to Independence and Self-Reliance
10. Monitoring and Evaluation of Integration Policies and Programmes. ¹¹⁸

Guiding documents to measure the integration of resettled

While encouraging the sharing of best practices on integration, UNHCR also expressed some concern about the increasing focus put on resettled refugees' ability to integrate in the resettlement country, and the introduction by some European countries of selection criteria based on the "integration potential" of refugees in need of resettlement. In UNHCR's view, such discriminatory criteria can undermine the need for selection to be based on protection principles and limit access to resettlement for some refugees most at risk. Instead, UNHCR urges resettlement states and NGOs to focus on the integration capacity of receiving communities, rather than restrict access to resettlement on the basis of such perceptions of "integration potential".

More importantly, there is no evidence suggesting that those with the most work experience and education are also most likely to integrate. On the contrary, there is much evidence to show that refugees who may have been the most vulnerable and disadvantaged can integrate given the right support.

The increasing focus on integration potential, has highlighted again the lack of a common language and understanding on measuring resettlement outcomes.

All states have some measurements on the integration of migrants, and some have established benchmarks and indicators. As discussed in Chapter 1, the main focus of most evaluations related to resettlement is specifically on the effectiveness of service delivery and short-term performance.¹¹⁹ At the 2009 Annual Tripartite Consultations on Resettlement, UNHCR made a proposal to undertake the development of a tool to measure the post-arrival outcomes of resettlement, beginning with a longitudinal analysis using a series of key indicators to measure both quantitative and qualitative outcomes of resettlement. This analysis would involve states, NGOs and UNHCR. However, this proposal did not find support among the majority of resettlement MS, who were concerned that such a measuring process would become too burdensome, take time away from service delivery, the challenge of how to measure outcomes, and also, about the potential for the misuse of data for political purposes.¹²⁰

At the European level, the UNHCR Regional Representation in Central Europe has developed

¹¹⁸ UNHCR Regional Representation in for Central Europe, (2009 a), and UNHCR Regional Representation for Central Europe, (2009 b).

¹¹⁹ See for example Platts-Fowler, D. and Robinson D., (2011)

¹²⁰ UNHCR (2009 b), *Measuring resettlement outcomes by looking at integration indicators, paper presented at the Working Group on Resettlement, Geneva, 24-25 February 2009.*

a comprehensive '**Integration Evaluation Tool**' (IET) in cooperation with the Migration Policy Group . The tool is designed to measure the level and success of refugee integration through over 200 indicators. The draft tool is being piloted in four Central European countries (Poland, Bulgaria, Romania and Slovakia) over an 18-month period during 2012-2013. Upon finalization, the IET is foreseen to be used as a yardstick to assess States' compliance with EU standards on the integration of refugees and asylum-seekers. This pilot project is part of a bigger UNHCR project on refugee integration in Europe. In Western Europe the project reviews existing research on refugees and consults with stakeholders to examine the key factors impacting refugee integration and what influences these factors. The project aims to highlight important policy areas and give recommendations for good practices and measurement and evaluation of refugee integration.

Concerns about the quality of resettlement programmes have also prompted UNHCR to develop further guidance on both the **Essentials** that must be in place for a state to be ready to receive refugees, and the **Fundamentals** required to ensure that resettlement programmes are sustainable.¹²¹ Whereas there have been discussions at the European level about basic standards for ensuring adequate reception and integration that countries should meet before embarking on resettlement, there has not previously been any such discussion between all resettlement countries. This guidance will assist UNHCR and states to assess whether a state has adequate capacity to resettle refugees, and whether an established resettlement programme is sustainable.

The **Essentials** that must be in place before resettlement, are summarized as:

- Legislation and policy instruments to ensure a secure legal status and the allocation of rights;
- Stakeholder consultation and collaboration
- An integration programme to deliver required supports and ensure access to essential services

The **Fundamentals** for a resettlement programme to be sustainable are:

- Legislation and policy instruments to ensure a secure legal status and the allocation of rights;
- A responsive integration programme featuring consultation and collaboration with relevant stakeholders, engagement with civil society, adoption of best practices, and adequate and sustainable funding to provide essential services and establish support mechanisms; and
- Supportive, hospitable and welcoming communities

2.2 Civil Society Guidelines and Recommendations at the EU Level

As discussed previously, the advocacy, guidelines and recommendations of civil society stakeholders are pivotal in the European context. In several EU member states, NGOs and other civil society actors play a vital role in the resettlement process. In addition numerous organizations and bodies from the non-governmental community are working to expand Europe's welcome to an increased number of refugees. Transnational collaborative projects

¹²¹ UNHCR (2012), *ATCR 2012 Discussion Note- The Integration of Resettled Refugees: Essentials for Establishing a Resettlement Programme and Fundamentals for Sustainable Resettlement Programmes*. presented at Annual Tripartite Consultations on Resettlement, July 11, 2012, Geneva.

are vitally important to providing structures and fora to exchange information, learn from each other, and guide policy.

NGOs have been at the forefront of promoting and explaining resettlement, both nationally and EU-wide. They supported the development of integration programmes for resettled refugees, and the establishment of a European Resettlement Network.

In 2004, the Churches' Commission for Migrants in Europe (CCME) organised a conference on perspectives for resettlement in the EU. The conference took note of the ICRIR principles and in particular recommended that NGOs have a strong role in post-arrival services for resettled refugees.¹²² The conference also suggested that the option of private sponsorship of resettled refugees be further explored.

In 2005, the European Council on Refugees and Exiles (ECRE) published the policy paper '*The Way Forward - Europe's Role in the Global Refugee Protection System: Towards a European resettlement Scheme.*'¹²³. In its recommendations on integration, ECRE underlined the chance of informing and educating local populations about the arrival of resettled refugees and highlighted the role of NGOs as well as refugees already present in the receiving communities in preparing local communities.

In 2007, the International Catholic Migration Commission (ICMC) launched a twelve-month project with financing from the ERF titled "*Practical Cooperation for a European Resettlement Network*". The project supported training and information sharing to foster practical cooperation and promote the establishment of the new network, in partnership with European non-governmental organisations (NGO's) engaged in the resettlement and/or integration of refugees. The project was implemented in close collaboration with the UNHCR Resettlement Service and the European Council for Refugees and Exiles (ECRE).

The project supported resettlement training, which united participants from governmental bodies and NGOs from three resettlement countries— Finland, the Netherlands and Sweden— with three countries that at the time were considering implementation of a resettlement programme, namely the Czech Republic, Italy and Spain.¹²⁴ (In follow-up to this training, ICMC published '*Welcome to Europe: A comparative guide to the resettlement in Europe.*'¹²⁵ The guide describes how resettlement actually works in Europe, outlining the role of the UNHCR, and the work of governments and NGOs as partners in resettlement.

With further funding from the ERF, the International Organization for Migration (IOM), UNHCR and ICMC, this project was followed up by another project called "*Promotion of resettlement in the European Union through practical cooperation by EU Member States and other stakeholders*", which linked European actors from the full spectrum of the resettlement process for greater cooperation on related initiatives.

One major outcome from this project was an innovative publication providing practical ideas and inspiration for facilitating integration once refugees have arrived in their country of resettlement titled "*Paving the Way: A Handbook on the Reception and Integration of Resettled Refugees.*"¹²⁶ In addition to providing practical information and guidance, the Handbook presents a number of key recommendations formulated to guide national, regional, and local policy makers and practitioners in resettlement. The Handbook also puts forward a draft *Charter of Principles* on the reception and integration of resettled refugees, which is the product of discussions and exchange with practitioners and local authority

¹²² CCME (2004) *Making refugee resettlement work*, Brussels, page 9

¹²³ ECRE (2005)

¹²⁴ The Czech Republic and Spain subsequently established resettlement programmes.

¹²⁵ ICMC (2009)

¹²⁶ ICMC (2011)

representatives that met in 2010.¹²⁷ These Principles also draw on the ICRIR principles mentioned earlier.

**Core Principles for The Reception and Integration of Resettled Refugees:
A Charter of Principles (ICMC)**

1. Empowering refugees, fostering independence

Resettlement programmes should have the refugee at the centre and focus on empowering refugees to do it for themselves.

2. Enabling integration

Refugees should be provided with the tools and support to enable them to integrate.

3. Enhancing partnerships, planning together

Planning in advance and ongoing collaboration with a variety of partners is crucial to enabling refugees to integrate. These partnerships can be on a variety of levels, for example working in partnership with the refugees themselves, the local community and mainstream service providers such as health service, housing, employment agencies, schools, adult education providers and the police.

4. Strengthening receiving communities

Receiving communities play an important role in creating an environment to facilitate refugees' integration; they should be given the information and opportunity to enable them to do this.

The current project '*Linking-In EU Resettlement*', launched in 2011, builds on this work to provide a platform and activities to link all resettlement actors in a European Resettlement Network. The network facilitates the exchange of information and know-how on resettlement priorities, processes and practices, and offers practice-based solutions to actors considering to start, expand or improve a resettlement programme.

The project's website, www.resettlement.eu, is the network's central tool, and includes a resource library, a directory of resettlement policy makers and practitioners, online discussion groups, and opportunities for online consultations and mutual learning via an online community of practice. The network particularly focuses its current support on new resettlement countries, including Belgium, the Czech Republic, France, Germany and Spain, to facilitate their efforts in establishing and consolidating annual quota resettlement programmes.

As part of Linking-In, an EU Resettlement Skills Share Day, the first EU event of its kind, brought together over 160 policy-makers and practitioners in refugee resettlement from 26 countries in May of 2012. The event covered all aspects relating to resettlement - highlighting resettlement needs and priority areas as defined by UNHCR, selection by governments, pre-departure activities, travel, and the reception and integration of resettled refugees when they arrive in their new resettlement country.

In the context of the SHARE project ("*Cities that care, cities that share*") ICMC and partners are currently deepening and extending partnerships between local actors - governmental and non-governmental - for the integration of resettled refugees.

At the same time, ECRE and EUI currently implement the ERF funded project '*Building Knowledge for a Concerted and Sustainable Approach to Refugee Resettlement in the EU*

¹²⁷ See for example the workshop in Sintra, Portugal (2010) that brought together practitioners and local authority representatives from 11 Member States.

and its Member States' (Know-Reset). This project aims to complement the abovementioned efforts by building the knowledge base, namely mapping the policy and legal frameworks for asylum and resettlement related provisions, as well as practices across European countries. The project also includes some research on countries that have not done resettlement in order to assess their potential to engage in resettlement in the future. The project's website (www.know-reset.eu) presents an online database with country and EU-level data and reports.

ECRE, ICMC and CCME have also joined forces with other non-governmental and international organisations to campaign for an increased resettlement quota in Europe, aiming to reach 20.000 places annually by 2020. The campaign was kick-started by a proposal put forwarded by CCME in March 2012, which presented the target quota and made a clear link between increased coordination on EU level, better partnerships between Member States and better integration programmes to increase the chances of resettled refugees to develop their potential.¹²⁸

Finally, civil society organisations promoting resettlement and active in shaping the debate on integration of resettled refugees have consistently argued that anti-discrimination policies, in particular anti-racism policy, also need to be part of any integration strategy for refugees. Already in 2001, ECRE argued that full and correct transposition of EU anti-discrimination legislation needed to be integral part of any refugee integration policy and suggested that positive action for refugees may be considered as far as they are systematically disadvantaged in access to social services.¹²⁹ CCME and ICMC have together with four other Christian organisations underlined that any EU policy on integration needs to be based on the full and correct implementation of the EU's anti-discrimination legislation and highlighted that integration and the right to asylum and refugee protection need to go hand in hand.¹³⁰

Moreover, although not specifically focused on the integration of resettled refugees, the European Network against Racism's (ENAR) Toolkit '*Working on Integration at the Local Level*' also warrants mention. Discrimination and xenophobic attitudes affect refugees and other migrants alike, as does the need to bridge language and cultural barriers, including those relating to different gender roles. Acknowledging the tension between integration and other areas of EU public policy, the toolkit highlights ENAR's principles for a positive approach to migration, and outlines practical ways to plan integration projects that support the rights of migrants.¹³¹

¹²⁸ Churches Commission for Migrants in Europe (2012) *Policy Paper: Enhancing volume and impact of refugee resettlement to the EU 20.000 EU places and policy coherence for resettlement – by 2020!*, Hannover

¹²⁹ European Council on Refugees and Exiles, (2001), *Position on the integration of Refugees in Europe*, Brussels, pages 13f.

¹³⁰ Caritas Europe, CCME, COMECE, ICMC, Jesuit Refugee Service Europe, Quaker Council for European Affairs (2005), *Joint Comments on the Commission Communication presenting a Common Agenda for integration, Framework for the Integration of Third-Country nationals in the European Union*, Brussels

¹³¹ European Network Against Racism, (2011) *Toolkit: Working on Integration at a Local Level*, Brussels.

3. COUNTRY FICHES

Table 3: EU Member State Resettlement Activity

Member State	Programme Established	Quota	2010 arrivals	2011 arrivals	2012 pledged	2013 indicated
RESETTLEMENT STATES with established resettlement programmes						
Czech Republic	2008	40	48	0		TBC
Denmark	1978	500	386	516	500	500
Finland	1985	750	543	460	750	750
France	2008	100 cases (350)	217	102	100 cases (350)	100 cases (350)
Germany	2012	300	352	203	300	300 TBC
Hungary	2012	5			5	TBC
Ireland	1999	50	20	45	50	TBC
Netherlands	1972	500	435	530	500	500
Portugal	2007	30	24			TBC
Romania	2008	40	38			TBC
Spain	2011	80			80	TBC
Sweden	1950	1900	1799	1900	1900	1900
United Kingdom	2002	750	669	432	750	750
States who have committed to establishing regular programmes						
Belgium	2013		2	19		100
Bulgaria	2013					TBC
Ad Hoc resettlement only						
Italy			58			

Source: UNHCR Europe Bureau November 2012.

BELGIUM

Belgium has previously only resettled small numbers of refugees on an ad hoc basis, but has announced that they will establish a regular resettlement programme in 2013. Most recently, ad hoc schemes were implemented in 2009 (approximately 50 Iraqi refugees of Iraqi and Palestinian decent) and in 2011 (25 Sub-Saharan refugees, in response to the UNHCR's and the EU's initiative calling EU Member States to resettle refugees of Sub-Saharan origin who had fled from Libya to the Shousha refugee camp in Tunisia). Both projects were conditional on securing European funding.

In Belgium, migration and asylum in general are the responsibility of the federal government, while specific policy areas are delegated to the regional authorities. The main actors of Belgian resettlement are: the Minister for Migration and Asylum Policy, Social Integration and the Fight Against Poverty; the Office of the Commissioner General for Refugees and Stateless Persons, or CGRA (in charge of selection by assessment according to the Refugee Convention criteria and analysis of credibility); IOM (responsible for transfer of refugees); Fedasil (reception of refugees and asylum seekers); and NGOs that provide integration support in the various regions (such as Caritas, Convivium, *Vluchtelingenwerk Vlaanderen*, Social Services of Socialist Solidarity, Protestant Social Centre, *Vluchelingenwerk*, and CAW *De Terp*).

According to Know-Reset information, the decision for Belgian authorities to establish a resettlement programme depends on a number of factors including increasingly high numbers of regular asylum seekers in Belgium, subsequent backlash among the population regarding welcoming immigrants, and the situation of the reception network. The availability of European Funding is also an influential factor in selecting refugees for resettlement.¹³² Even so, the Belgian Government Agreement of December 2011 states that Belgium will take part in resettlement programmes at the European level in cooperation with the UNHCR, and Belgium signed up to the Joint EU Resettlement Programme pledging to resettle 100 refugees in 2013.¹³³

Legal and policy framework

Refugee status in Belgium is granted on the basis of the 1951 Refugee Convention, and Article 48(3) of the Aliens Act 1980.¹³⁴ There is no legal framework in Belgium for resettlement. Upon arrival in Belgium, resettled refugees must go through the same steps as regular asylum seekers in applying for refugee status, even though this is merely a formality (i.e. no interview is carried out by the Immigration Service, nor by the CGRA). This step is necessary for recognition as a refugee and to be given permanent right of residence in Belgium. This application is dealt with promptly, and refugee status is granted within a few days.

In Belgium, people with a refugee protection status can apply for family reunification, even while receiving a social income from the Public Social Welfare Centre. After two years residence in Belgium, resettled refugees are eligible to apply for citizenship if they meet the requirements related to language and social and economic integration.¹³⁵

Selections missions were conducted for the 2009 programme. Geneva Convention criteria,

¹³² EUI - European University Institute and ECRE - European Council on Refugees and Exiles (n.d.) *Building Knowledge for a Concerted and Sustainable Approach to Refugee Resettlement in the EU and its Member States* (Know-Reset), project funded by the ERF, 2011-2013, <http://www.know-reset.eu>

¹³³ European Resettlement Network (n.d.), *Belgium has pledged to resettle 100 refugees in 2013*. Retrieved from <http://www.resettlement.eu/news/belgium-has-pledged-resettle-100-refugees-2013>

¹³⁴ *Commisariat General Aux Refugies et Aux Apartides*. Retrieved from: http://www.cgvs.be/fr/Cadre_legal/

¹³⁵ Belgium: Foreign Affairs, Foreign Trade and Development Cooperation (n.d.) *Application for Naturalisation*.

with a focus on vulnerable groups (women-at-risk and Palestinians), were applied by CGRA to refugees referred by the UNHCR for resettlement. In May 2009, a selection mission took place in Syria and Jordan with a number of representatives from the CGRA. For reasons of objectivity and verification, it was decided at the time that a selection mission was necessary and that a dossier-based selection was not desirable. An important reason for this was the specificity of the refugee population: a section of the nominated dossiers involved persons with possible ties with the Ba'ath regime of Saddam Hussein. The interviews carried out on location delivered additional and relevant information, which made it possible for the CGRA to make final decisions in questionable or complex dossiers, in both a positive and a negative manner. State Secretary for Asylum and Migration, Melchior Wathelet, made the final selection.

A selection mission was also initially planned for the 2011 programme. However, the mission was cancelled at the request of the UNHCR due to the deteriorating security situation in the Shousha. Because the protection need, primarily that of the Eritreans, was overwhelmingly clear and the UNHCR Resettlement Registration Forms (RRFs) were in general sufficiently extensive, the Secretary of State decided to follow the advice of UNHCR and allow dossier selection. The Geneva Convention criteria were again applied to this group of Sub-Saharan refugees that had been identified as particularly vulnerable by both the UNHCR and the EU. Belgian regional experts examined the refugees' dossiers for credibility, and the State Secretary for Migration and Asylum Policy, Melchior Wathelet, and the Inner Cabinet's Council of Ministers made the final decision. This dossier-based selection was evaluated as positive, and all cases were recognized as refugees after arrival.

Pre-departure measures

The 2009 programme included management of expectations and cultural orientation, and medical screenings within pre-departure activities. No pre-departure activities were organised in 2011 for safety reasons in the camp. IOM prepares refugees' travel and ensures that the Belgian embassy has provided necessary documentation.

According to Know-Reset data, as a whole, it appears that the stakeholders in Belgium (with the exception of municipalities) work well together. It also seems that the conventions signed between CGRA, Fedasil and NGOs make roles clear as there were no ambiguities reported. Regular stakeholder meetings are held roughly 3 times a year where government and civil society come together to discuss, evaluate and plan for resettlement. During an ad-hoc programme, Fedasil and NGOs also met once a month to evaluate and discuss practical field issues.¹³⁶

According to the European Resettlement Network, however, NGOs in Belgium have had difficulties in the identification of needs due to the delayed reception of refugee dossiers prior to the arrival of refugees, and coordination of services and funding was carried out at a late stage that hindered the resettlement processes for service providers and refugees.¹³⁷

Post-arrival programmes supporting integration

Integration programmes differ depending upon location. For example, Flanders has a compulsory integration programme while Wallonia and Brussels do not.

Several organisations assist in refugee **reception**. Government entities Fedasil and CGRA meet refugees at the airport. In 2011, NGOs were also present (Caritas and Convivial).

¹³⁶ EUI and ECRE, (n.d.)

¹³⁷ European Resettlement Network (n.d.), *Country Profile Belgium*, Retrieved from: <http://www.resettlement.eu/country/belgium>

They are then accompanied to the reception centre in Pondrôme, Beauraing for a period of 3 weeks minimum. Information is given, and a social orientation class is offered in the reception centre. The contents include information on schooling, expenses, food, housing, transportation, environment, etc. Refugees already established in Belgium are invited for knowledge sharing, in addition to representatives from external organisations and institutions.

A social worker is assigned to each refugee in the reception centre. This person will assist with adaption and administrative processes throughout the refugee’s 3-week stay. Once the refugee is transferred to individual housing, a Fedasil social worker will follow-up on the refugee’s integration for a period of approximately 18 months in collaboration with civil society organisations involved (in 2011, Caritas and Convivial). No formal or specific training for resettlement personnel is offered.

Housing is organized by partnering organisations (Caritas and Convivial for refugees resettled from Libya) and is overseen by Fedasil. Together they make arrangements with the local authorities, locate available and suitable housing, schooling and contacts with the CPAS (Centre Publique d’Action Social, or social welfare agency), access to public assistance and health care, managing household budgets, etc. Resettled refugees have the right to **welfare** support and **health care**. French or Dutch **language courses** are offered upon arrival in the reception centre. Once refugees are in private housing, NGOs help locate language centres.

NGOs are highly active in implementing post-arrival integration activities. They assist refugees in finding **employment**, signing up at employment agencies, and reviewing qualifications or assisting with diploma equivalency requests. They also assist resettled refugees in accessing **education**.

Good practices and challenges

The two ad-hoc programmes carried out in Belgium in 2009 and 2011 were largely seen as successful endeavours.¹³⁸ Coordination between actors is well established, especially considering the urgent nature of the resettlement programmes in 2009 and 2011.

Nevertheless, several practical issues, as highlighted below, need to be addressed to improve the resettlement experience for refugees and NGOs.

Good Practices	Challenges
Pre-arrival	
In previous programmes, stakeholder cooperation appears to be positive and roles seem to be defined	Ad hoc programme to date: no structured system of pre-departure, arrival, reception and integration practices.
Regular stakeholder meetings held roughly 3 times a year where government and civil society come together to discuss, evaluate and plan for resettlement.	Pre-departure cooperation could be improved: Dossiers need to be shared in advance with NGOs in order to plan for specific needs. Municipalities and social welfare aid offices should be informed of the arrival of refugees.
Previous ad-hoc programme, Fedasil and NGOs met once a month to evaluate and discuss practical field issues.	No formal training for resettlement personnel

¹³⁸ EUI and ECRE (n.d.)

Post-arrival	
Social worker follow-up: 18 months of social work follow-up to assess integration.	Integration services vary by location
Relatively short period to become Belgium citizen (2 years)	Limited or unclear service provider cooperation after arrival

BULGARIA

After EU accession in 2007, Bulgaria began to consider resettlement opportunities as a part of the harmonisation processes. The first official step in this respect was the appointment of an interagency working group on resettlement (Order № P-57/30.03.2010), followed by a letter from 20 April 2010 issued by the Foreign Minister to the UNHCR thus informing the UN Refugee Agency that Bulgaria was seriously considering the options to initiate resettlement policy and consultations on a *pilot programme*. Some of the initial counselling on the matter was done during the Annual Tripartite Consultations on Resettlement the same year both with UNHCR experts and traditional resettlement countries. Finally, resettlement was included in the stated 2011 Objectives of the national asylum administration, featuring as a plan the adoption of a strategy and policy on resettlement until the end of the year.¹³⁹ Several consultations and colloquia were held since then, the interagency working group prepared a preliminary assessment report on resettlement at the end of 2010. However until the time of writing, nothing further on resettlement has been implemented, neither in legislation nor in policy or practice. The Bulgarian Government identified that a Pilot resettlement program was planned to include 20 individuals for 1 year for the period 2013 – 2014.

As there is no current resettlement programme, this section will only refer to the resettlement working group's findings (noted here as the RWG).

Legal and policy framework

The RWG did not recommend any pressing amendments of the national legislation for the time being, as the present legal arrangements allow refugees recognised under the mandate of the UNHCR to enjoy the same legal status and scope of rights as the refugees recognised by the national asylum agency (Article 10 of Law on Asylum and Refugees 2007). RWG recommended that the need for legislative changes identified after the implementation of the pilot resettlement programme be considered at that time.

RWG proposed the following activities to the government as a part of launching the pilot resettlement program. First, to adopt a formal decision on the inclusion of Bulgaria in the EU resettlement scheme with pilot annual quota of 20 individuals for the period 2013-2014, where the profile and countries of origin will be designated according to the EU list of specific and common resettlement priorities for 2013 (as of the Annex to Decision for amendment of Decision N537/2007/EC of the European Parliament and the Council for establishing the European Refugee Fund as a part of the General Programme "Solidarity and management of migration flows" (SOLID). Secondly, the RWG proposed to appoint the agency responsible for national asylum administration - the State Agency for Refugees, as the responsible authority for national resettlement programmes. Finally, it proposed to approve the funding of the Pilot Resettlement program under the ERF.

¹³⁹ For more information: http://www.aref.government.bg/docs/celi_dab_2011.doc

Post-arrival programmes supporting integration

As there is no current resettlement program, efforts by NGOs that have assisted in refugee integration will be discussed here.

Bulgarian NGOs provide numerous services to refugees throughout Bulgaria. The Bulgarian Red Cross (BRC) has been involved in refugee assistance and protection since 1993. For the time being it is the main non-governmental organisation offering social services to, and facilitating the integration of, the refugees in Bulgaria. The Refugee-Migrant Service (RMS) of BRC was established as a separate administrative and operative body within the National Committee. The RMS has branches in the BRC regional committees in the cities of Haskovo, Sliven, Burgas, Blagoevgrad, and Vidin. In cases of emergency it works closely with the other 25 regional branches throughout the country. The RMS has projects offering services, financial assistance or assistance in kind to recognised refugees, humanitarian status holders, asylum seekers, stranded migrants and rejected asylum seekers. The RMS is operational on the territory of Bulgaria. It services 1,500 – 2,000 people every year. From 2005, the service offers food and medicines to the asylum seekers detained at the border.

The Bulgarian Council on Refugees and Migrants (BCRM), founded in 2005 by the Bulgarian Red Cross, the Bulgarian Helsinki Committee and Caritas-Bulgaria as a platform of their activities related to the refugee and migration policy, works for the protection and integration of refugees and migrants.

The Association for the Integration of Refugees and Migrants (AIRM) is a non-profit, non-political organisation for the promotion of social and cultural integration of refugees and migrants in Bulgaria. In 2007, the Association for the Integration of Refugees and Migrants joined the BCRM.

The 'Linking-In EU Resettlement' project has also supported the development Bulgaria's resettlement capacity. In June of 2012, the State Agency for Refugees at the Council of Ministers, the Bulgarian Red Cross and the UNHCR organised a stakeholder meeting on refugee resettlement, where the government announced its commitment to resettle 20 refugees in 2014. The meeting was intended as the start of the Bulgarian resettlement planning process, including the development of a Bulgarian integration plan that will cover the integration of recognised asylum seekers as well as resettled refugees.

CZECH REPUBLIC

The Czech Republic started its first annual resettlement programme, the National Resettlement Strategy, by resettling 28 Burmese refugees from Thailand in 2008 and another 17 in 2009. In 2010, a further 48 Burmese refugees from camps in Thailand and Malaysia were resettled to the Czech Republic. The main objective of the program is to provide assistance to persons in need and vulnerable groups who have no other prospects for a dignified and secure life. Several humanitarian assistance programmes implemented by the Ministry of Interior preceded the adoption of the national resettlement strategy. In 2005, the Czech Republic implemented -in close cooperation with UNHCR – a humanitarian operation offering immediate protection to a group of Uzbek refugees who were forced to escape due to the forceful suppression of the social unrest in south-eastern Uzbekistan.¹⁴⁰ In 2007, another humanitarian operation was implemented in close collaboration with IOM and the US administration which granted asylum to 3 Cuban families who were persecuted due to their political convictions. In addition, in 2010 the Czech Republic granted asylum to

¹⁴⁰ Czech Republic: Ministry of the Interior (2011), *Asylum, Migration, Integration*, Available from <http://www.mvcr.cz/mvcren/article/asylum-migration-integration-asylum.aspx?q=Y2hudW09NQ%3D%3D>, Feb 24, 2011.

a Cuban political prisoner and his family. The Czech Republic perceived the resettlement of Cuban refugees not only as aid specifically targeted at persons whose basic human and civil rights were severely violated, but also as an expression of solidarity with the citizens of a country with an authoritarian regime and a very low level of human rights.¹⁴¹

The annual quota for the resettlement programme is based on the current situation and on a needs analysis. Following the approval by the Czech Cabinet, the Minister of Interior decides on individual admissions on the basis of documentation drawn up by the Resettlement group (five representatives from the Ministry of Interior and one representative from the Ministry of Foreign Affairs). The decision states the number of refugees to be admitted, the area from where refugees are admitted, and the approximate timeframe for admission. The annual resettlement programme is managed in close cooperation with UNHCR and IOM. Although no resettlement activities were implemented in 2011, a fourth group of Burmese 25 refugees from Burma in early December, the fourth group of Burmese families to be received in the Czech Republic.

Legal and policy framework

The legal framework for resettlement is based on the Geneva Convention and its 1967 Protocol, the Asylum Act and Act on the Residence of Foreign Nationals in the territory of the Czech Republic. In 2008, the Government of the Czech Republic adopted a resolution No. 745 which approved the official Concept of a National Resettlement Program. The Concept established the basis for the implementation of resettlement activities. It defined the resettlement procedures at all stages and stipulated the role of all stakeholders in the process.¹⁴²

Only persons complying with the criteria contained in the 1951 Convention and 1967 Protocol and the criteria laid down in Czech law (especially the Asylum Act) will be considered for resettlement in the Czech Republic under the national resettlement program.

However, there are also other criteria for refugee status determination, among which includes the individual's integration potential, i.e. the individual's opportunities, qualifications and will to integrate into Czech society and live in accordance with its rules and practices.

Exclusion factors are applied for persons subject to article 1F of the Geneva Refugee Convention and section 15 of the Asylum Act. Additionally, resettlement of an individual to the Czech Republic must not present a threat to public health or public order and must not harm the Czech Republic's national and international interest.

The selection of persons to be resettled is based on a combined method: facts known from the UNHCR Resettlement Registration Form and a private interview (by Resettlement Group) with each person. After the Resettlement Group interviews and nominates refugee cases, the Minister of Interior makes a decision on refugee status. The First Deputy Minister decides on the selection of people in need of resettlement in the Czech Republic. To make an appeal against the selection is possible only when new relevant important information appears.

Persons who are to be resettled in the Czech Republic are issued with a 90-day residence visa. They have the same rights and obligations as citizens of the Czech Republic expect the right to vote, to serve in the Army of the Czech Republic and to hold some public offices. Refugees have access to the fundamental human, civil, political, economic, social and cultural rights, including the prospect of acquiring citizenship. A refugee can apply for

¹⁴¹ EUI and ECRE (n.d.)

¹⁴² Ministry of the Interior of the Czech Republic. Retrieved from: <http://www.mvcr.cz>

citizenship after five years of permanent residence.

Pre-departure measures

Cultural Orientation is conducted by the Resettlement Group when interviewing persons in need of RST in the country of first asylum. This is an opportunity to provide individuals with initial information about what they can expect from resettlement in the Czech Republic and to what extent they will receive assistance on arrival. The medical screening in the country of first asylum is done by UNHCR.

Efforts at preparing the local community have been made in the form of seminars for the public organised by NGOs in years 2008 and 2009, both of which were funded from the European Refugee Fund (ERF).

The Czech Ministry of the Interior and UNHCR Prague co-hosted a national resettlement stakeholders meeting in November of 2012, shortly before the arrival of the fourth group of Burmese to be resettled to the Czech Republic. Providing an opportunity for the UNHCR and the Czech government to discuss plans for the travel, arrival and reception of the new group, this meeting also drew together participants from 12 Czech municipalities, the NGOs Burma Centre Prague (BCP), Organisation for Aid to Refugees (OPU) and the Czech Red Cross. The meeting was organized under the framework of the 'Linking-In EU Resettlement' project.

Post arrival programmes supporting integration

After arrival, refugees are accommodated for a period of 6 months in the Integration Asylum Centre (IAC). In the IAC, they have intensive Czech lessons and also a course of social-culture orientation and integration. Courses on integration and socio-cultural issues include health care, education, finance, employment, and cultural and social habits. Courses are organized in IAC by focusing on issues related to day-to-day life in the Czech Republic. During this period, cooperation between the IAC and NGOs is set up to support the integration process of the resettled refugees.

After the 6 months, they move with help of the Ministry into "integration flats" where further one-year assistance is provided. However, the integration process after the stay in IAC is not defined (definition of stakeholders, their roles and financing, etc.).

Government and NGOs handle **reception and orientation**. Resettled persons enter the Czech Republic accompanied by a member of staff of the organisation arranging the transfer (IOM or other), a member of staff of the service responsible for coordinating resettlement, and a person responsible for the further integration of the individuals concerned. Resettled refugees may not always have interpretation upon arrival at the Czech airport. With their assistance, the individuals will pass through customs control or customs and passport control, as appropriate. Resettled persons, with the assistance of a person responsible for their integration, will be transported from the airport to the integration asylum centre for resettled persons. There is another medical screening after arrival in the Czech Republic and transfer to the Integration Asylum Centre (IAC). Refugees are transported to the IAC where they will receive support for six months.

Shortly after resettled persons arrive in the Czech Republic, members of staff from the service responsible for coordinating resettlement carry out the necessary formal procedures for the granting of legal status to the resettled persons, i.e. international protection in the form of asylum. This procedure includes the registration of an application for international protection, prepared in advance by reference to observations made from the UNHCR file and supplementary interview, and its entry in the electronic registration system. The

necessary procedures of the aliens policing service are also arranged accordingly.

Resettled persons subsequently receive a decision granting them international protection in the form of asylum.

It is possible to provide social, legal and psychological counselling in IAC, where necessary. Additionally, a project providing complex care (including social and legal counselling) was provided to a target group of resettled refugees in 2010 and 2011 by NGOs. This project took place after moving from the IAC and was funded from ERF.

For the first six months the resettled persons are accommodated in the integration asylum centre, IAC. **Housing** in IAC is provided in standard furnished accommodation units, respecting the family ties of resettled persons and their nationality and religion. The stay at the Centre may be extended by agreement with the operator. Municipalities offer rental contracts to refugees on a voluntary basis, and are also eligible for donations from the Czech government for infrastructure development and financial support to furnish these apartments. Refugees sign standard municipal lease agreements, usually for one year with an automatic extension up to 5 years.

Resettled persons attend Czech **language courses** from the outset of their stay at the Centre. Six to eight months of language classes are provided.¹⁴³ These courses are provided free of charge in accordance with the provisions of the Asylum Act and in keeping with the National Integration Programme. After moving in integration flats, Czech lessons are organised by NGOs, funded from ERF.

In the National Resettlement Program Concept, it is stated that resettled persons will be provided with the relevant assistance as they enter the labour market and the education system of the Czech Republic, the aim of which will be to motivate resettled persons to act on their own initiative activities in relation to further education, retraining and the search for **employment**, thus preventing an excessive burden from weighing down the welfare system. They also get assistance with finding employment, including retraining courses and supplementary training that will enable resettled persons to enter the labour market and thus lead a full, independent life. Within a project funded from ERF, employment assistance was also provided by NGOs.

Children of an age where they are subject to compulsory full-time **schooling** are placed in a class suitable for their age and ability at a primary or secondary school near the Centre. Where necessary, a catch-up class is organized for them. A special preparatory course in Czech will be organized for children if organisational or other reasons delay their start in school for a month or longer after the transfer.

Refugees have mandatory **health insurance** similar in coverage and conditions as that provided to Czech citizens. Resettled refugees also have the same rights and obligations as citizens when it comes to **social welfare and financial assistance**, including the case of unemployment. However in cooperation with municipalities, resettled refugees are eligible for special social assistance aiming to help hasten integration on a local level for a period of one year.

Good practices and challenges

According to Know-Reset data, the integration of the second resettled group of Burmese refugees has been considered a better experience than the first resettlement. This is largely due to a change of integration practice after moving the refugees into special integration accommodation. Also, in general, the cooperation between municipalities and NGOs is

¹⁴³ ICMC (2011)

viewed as successful.

When it comes to the integration programme, there is a lack of capacity in time and lecturers for Czech lessons. Furthermore, the location of accommodation is viewed as an important factor that impacts upon the integration process of the refugees being resettled. They are usually located in small towns in which the job opportunities are very low. Furthermore, it was suggested that training on cultural background of the specific ethnic group resettled should be provided to officials and to actors involved in the resettlement.¹⁴⁴

Good Practices	Challenges
Pre-arrival	
Attempts by government to prepare the local community through seminars on resettlement	Integration potential included in refugee status determination
Post-arrival	
Cooperation between municipalities and NGOs viewed as successful	<p>Limited translation available upon arrival at airport</p> <p>No integration plan after stay in IAC (definition of stakeholders, their roles and financing, etc.)</p> <p>Refugees can be placed into rural areas with few job opportunities</p>

DENMARK

The Danish resettlement programme has existed since 1979 with an annual quota of approximately 500 refugees. Beginning in July 2005, Denmark changed to a three-year quota period, totalling 1,500 (maintaining approximately 500 cases per year). Every year, the Danish Parliament approves funding for the Danish Resettlement quota. The Minister of Justice, following recommendations from the Danish Immigration Service (DIS), decides on the overall allocation of resettlement places. The Minister also decides to which countries the 2 to 3 annual in-country selection missions will take place.

The main actors of the Danish resettlement programme are: the Danish Immigration Service (DIS); receiving Danish municipalities, and three major civil society organisations - the Danish Refugee Council (DRC), Churches' Integration Ministry (KIT), and the Danish Red Cross.

The allocation process takes place every year starting with the presentation of the UNHCR Projected Global Resettlement Needs report in July. During autumn, the DIS holds a bilateral meeting with UNHCR to discuss the Danish resettlement plans for the coming year. Based on these discussions, the DIS makes a recommendation to the Minister of Justice regarding the number and destinations of the selection missions for the coming calendar year and the number of places allocated to dossier submissions and medical cases.

The final decision of a case is adjudicated by the DIS. Simultaneously to making the decision on resettlement, DIS also decides which municipality is responsible for receiving and integrating the individual refugee upon arrival in Denmark.

The DRC, KIT and the Danish Red Cross all have volunteer networks involved in assisting resettled refugees upon arrival. In the post-arrival phase, civil society is given a role to play in terms of volunteer work and to some extent in offering integration projects to the local authorities.

Legal and policy framework

To qualify for resettlement to Denmark, the person must meet the criteria set forth by the Danish Aliens Act in either Section 8 (1), (2) or (3). The alien must arrive in Denmark under an agreement made with the UNHCR or similar international agreement, and either: meet the provisions of the Convention relating to the Status of Refugees (Section 8.1); be an individual who risks the death penalty or be subjected to torture or inhuman or degrading treatment or punishment in case of return to his/her country of origin (Section 8.2); or presumably have satisfied the fundamental conditions for obtaining a residence permit under one of the provisions of the Aliens Act, if he/she had entered Denmark as an asylum-seeker (Section 8.3).

When assessing submissions for resettlement, Denmark also focuses on the refugee's potential for integration within Denmark. Section 8 (4) of the Danish Aliens Act provides supplementary criteria of importance when considering a person for resettlement: language qualifications; education and work experience; unity of the family, and families with children; social network outside the family; age; and motivation.

The supplementary criteria shall, however, be disregarded in emergency and urgent cases as well as in medical cases under the Twenty-or-More programme (now thirty places). Furthermore, a certain amount of flexibility with regard to the supplementary criteria shall be exercised in relation to refugees, who are under consideration for resettlement in Denmark as part of a strategic resettlement plan. (The Danish government has announced that the integration criteria contained in section 8 (4) will be removed, but it has not yet been implemented in the law.)

Refugees under consideration for resettlement in Denmark undergo a security investigation by the Danish Security Intelligence Service and the Danish Defence Intelligence Service. A refugee cannot be granted resettlement in Denmark if he/she has been convicted for a crime abroad, is deemed to be a danger to national security, public order and safety, or if he/she falls within Article 1F of the 1951 Convention Relating to the Status of Refugees.

In order to be granted a residence permit under section 8 (1) to (3), the person concerned must sign a declaration regarding the conditions for resettlement in Denmark. The declaration contains information about the importance of getting a job, the necessity of learning the Danish language, the duty to participate in and complete an integration programme, the limited access to family reunification and the level of financial and other aid offered by the Danish social services. The declaration must be signed prior to the final decision of the Danish Immigration Service to grant resettlement in Denmark.

Refugee cases are selected by selection missions and by dossier submissions, and the majority of refugees resettled to Denmark are selected following an in-country selection mission. When the Justice Minister has approved the suggestions made by DIS, UNHCR is contacted to plan the dates and final destinations of the selection missions. The Danish delegation undertaking the in-country selection missions will consist of delegation members from the DIS, DRC and possibly the receiving municipalities.

Denmark reserves resettlement places for those in need of urgent resettlement. Dossier submissions include 75 places reserved for either urgent or emergency priority cases. Also,

¹⁴⁴ EUI and ECRE (n.d.)

under the Twenty-or-More (TOM) quota, Denmark resettles urgent medical cases. These cases are required to fulfil the Danish criteria on refugee status, subsidiary protection or humanitarian status.

Resettled refugees receive a temporary residence permit upon arrival. The residence permit is given on a temporary basis for 4 or 5 years (depending on when they arrived in Denmark, since the rules were changed) after which they can apply for a permanent residence permit.

In accordance with the principle of family unity, those accepted for resettlement can apply for a residence permit on the grounds of family reunification for: spouses, registered partners and cohabiting partners; children; and other family members.¹⁴⁵

Resettled refugees who have lived in Denmark for a continuous period of 8 years from issuance of their first residence permit may apply for Danish citizenship.¹⁴⁶

Pre-departure measures

Pre-departure Cultural Orientation (CO) is offered to all refugees accepted on selection missions, but not to refugees selected on a dossier basis. CO consists of 10 lessons in cultural orientation and 10 lessons in the Danish language. The cultural orientation lessons are conducted by staff members of DIS and the Ministry of Justice, and the language lessons are taught by experienced teachers from language schools in Denmark. DRC can participate as well but is not given extra funding for this task and in practice therefore cannot participate. The municipalities are increasingly interested in participating and thus can teach some of the lessons given.¹⁴⁷ The CO takes place over one week and as soon as possible after the CO has finished the refugees can travel to Denmark.

The cases that may qualify for resettlement to Denmark are referred to IOM for health assessments. IOM has about one month to conduct the health assessments.

Denmark has a long tradition of **cooperation with stakeholders** in the resettlement process.

Before leaving for in-country selection missions, DIS informs the DRC in order to decide whether the DRC will participate in the chosen selection missions. The DIS also informs all the Danish municipalities about the selection missions and invites municipalities to announce whether they are interested in participating in any of the selection missions or the pre-departure orientation courses. The municipalities are also invited to indicate whether they would like to receive any of the resettled refugees as part of their annual quota for settlement. The municipality has to pay for its participation from its own funds, which puts a limitation on the number of requests, but in recent years there has been an increased interest on the part of the municipalities to participate.

In the period before the arrival of the refugees accepted on selection mission or soon after their arrival, DIS also organizes orientation meetings for the municipalities where the main Danish volunteer organisations also attend (KIT, DRC and Danish Red Cross). At these orientation meetings, DIS informs municipalities and civil society of the arrival of new groups. The volunteer organisations then present their programmes involving volunteer groups and other relevant experiences. Time is also set aside for exchange of practical information among the municipalities.

¹⁴⁵ For the requirements of family reunification, see the Danish Immigration Service's Official Portal for Foreigners and Integration at: http://www.nyidanmark.dk/en-us/coming_to_dk/familyreunification/

¹⁴⁶ *Ibid.*

¹⁴⁷ EUI and ECRE, (n.d.)

Post arrival programmes supporting integration

Danish municipalities are required to offer a 3-year **mandatory integration programme** on behalf of the government, financed by government funds. The integration programme consists of three years of free Danish language classes, assistance with building qualifications for employment, and courses on Danish society. Activities are offered at a minimum of 30 hours of activities per week. Implementation of the programme is assisted by volunteer groups, and municipalities, and in some cases contract volunteer groups to do part or most of the integration programme.

Upon arrival in the airport in Denmark, staff from DIS receive the refugees and ensure that they are handed over either to staff from the municipalities in the airport in Copenhagen or that they transfer to an onward domestic flight where they are received by the municipality and brought to either temporary or permanent accommodation.

The municipality is responsible for the reception of the refugees. Municipalities are responsible for finding appropriate **housing** for refugees. Moving to another municipality within the first three years of the integration period is only possible if the receiving municipality accepts the responsibility of the cost and implementation of the introduction programme. This typically happens if the refugee has found a job or education located in the municipality. Unauthorized moves may result in the refugees' monetary allowance being reduced or ended all together as well as the residence permit not being made permanent.¹⁴⁸

During the introduction programme and until employment is found, refugees resettled to Denmark are entitled to an **introduction allowance** from the Danish social services. Refugees who, without reason, do not participate in the introduction programme, may have their introduction allowance reduced.

The integration programme offers three free years of Danish **language training**. Language schools are run by municipalities or other contractors, like the DRC. Social workers from the municipality, and to a lesser degree civil society, engage in a dialogue with the refugee to make an individual contract/plan of action to find **employment** in Denmark. The municipality shall together with the person in question prepare an individual contract/plan of action based on an assessment of the person's particular skills and qualifications in order to facilitate the person's access to the Danish labour market or, to an education. The integration programme may also consist of vocational training. There is regular follow-up on contracts.

Like Danish citizens, resettled refugees are entitled to free public **education and public health care services**. Children who cannot speak sufficient Danish may be placed in special reception class before they proceed to a regular class. After moving to a regular class they may continue to receive language lessons. Resettled refugees who have been accepted by an educational institution are entitled to the same student grants as Danish citizens. The right to **health care** is equivalent to that of Danish citizens. Once arrived, the resettled refugee will receive a Health Insurance Card from the municipality.

Denmark has a well-established network of **volunteer organisations** that assist in the integration of resettled refugees. The DRC, KIT, and the Danish Red Cross are the principal NGOs that assist refugees with the integration process. These organisations reach municipalities through countrywide networks of volunteers which number in the thousands. Sometimes, they are also requested by municipalities to implement specific projects for resettled refugees (financed by the municipality). They can also be contracted by

¹⁴⁸ UNHCR (2011 b) Country Chapters, *UNHCR Resettlement Handbook, Denmark Country Chapter*, available from www.unhcr.org/resettlementhandbook

municipalities to provide part or most of the mandatory integration programme. NGOs assist in integration through provision of various services: establishment of contact or network families; provision of cultural, civic, and language courses; homework workshops for students; common dinners; summer camps and activities for young people; and assistance with finding employment and places for vocational training, among others.

The **cooperation between municipalities and civil society** varies depending on the location. In many places the municipality has a good understanding of the role and assistance provided by civil society, but in other places the municipalities are not willing to take on their responsibility. The cooperation amongst the varying NGOs is also sometimes unclear.

The refugee communities in Denmark also play an important role in resettlement by participating in the reception of the newcomers. The Burmese have much experience in creating their own associations and networks, as do the Bhutanese. The Congolese are not organised to the same extent.¹⁴⁹

Good practices and challenges

The Danish government has a well-established refugee resettlement programme that includes an extensive three-year integration plan. Until now, in light of Know-Reset research, the implementation of resettlement in Denmark is considered as successful through all phases. Danish stakeholders view it as a model from which other EU countries could benefit.¹⁵⁰

Good Practices	Challenges
Pre-arrival	
Pre-arrival language classes	Integration potential criteria: possible refugees are partially based upon their integration potential, as opposed to the need for protection solely.
Post-arrival	
Three-year mandatory integration programme Individual contract/plan of action based on an assessment of the person's particular skills and qualifications. Follow-up on contract/plan of action Well-established network of civil society organisations providing integration services Refugee community involvement in integration process	Uneven/unclear levels of cooperation: Although the cooperation between civil society and municipalities is very good in general, not all municipalities accept volunteer network involvement, and cooperation amongst the varying NGOs is unclear.

FINLAND

Finland has been resettling refugees submitted by UNHCR since 1979 and signed an agreement to participate in the UNHCR Resettlement Programme from the beginning of

¹⁴⁹ EUI and ECRE, (n.d.)

¹⁵⁰ *Ibid.*

1985. In connection with the State budget, Parliament decides annually on the resources for resettling refugees to Finland, and on the annual number of refugees. Since 2001, the annual number of quota places has been 750, of which 10-15% are allocated to emergency and urgent cases. Those immediate family members of the resettled refugees entering Finland in the context of family reunification are not included in the quota.

The main actors in Finnish resettlement are the Ministry of Interior, the Ministry of Foreign Affairs, Finnish Immigration Services (MIGRI), receiving municipalities, and NGOs. The Ministry of Interior and the Ministry of Foreign Affairs decide on the annual allocation of resettlement places while the Immigration Services implements the quota, carries out selection missions and takes decisions on the cases submitted. At the local level municipalities are responsible for the reception and integration of quota refugees. The Finnish Red Cross is mandated by MIGRI to provide refugee reception.

Over 140 of the approximately 340 existing municipalities in Finland have received refugees. In order to encourage the municipalities to receive refugees, municipal authorities are provided with financial resources for the implementation of the integration programme. A lump sum is paid for the municipality per each refugee to cover the costs of the integration during the first three years.

Legal and policy framework

The Finnish Alien's Act (Section 92) applies the following criteria when considering an individual for resettlement in Finland: need for international protection vis-à-vis the country of origin or the first country of asylum; an assessment of the conditions of reception and integration in Finland; and an evaluation of issues relating to public order and security, public health and Finland's international relations.

Refugee status is granted based on the case submitted by UNCHR. Based on these documents, officials of the Immigration Service and the security authorities make a pre-selection in Finland. Afterwards, Finland selects refugees for resettlement via in-country selection missions and via dossier selection. All emergency and urgent cases are submitted via UNHCR dossier referral, and such refugees are accepted for resettlement in Finland without a personal interview.

Interviews during in-country selection missions are conducted by MIGRI officials, representatives of Employment and Economic Development Centres and, if necessary, security officials. Municipalities have also taken part in the missions. The final decision will be made within two months. After obtaining security clearances, MIGRI decides on issuing a residence permit to an alien admitted to Finland under the refugee quota.

The Finnish resettlement programme gives consideration to special categories or vulnerable groups with specific needs: refugees with medical needs that can only be addressed through resettlement; survivors and victims of torture; women-at-risk; unaccompanied children and the elderly. In Finland, there is also a preference to receive refugees from the same regions and with similar backgrounds for several years because it aims at coherence in the geographical and ethnic origin of the selected refugees. The Finnish authorities consider this a necessity since the organisation of municipal services for a large number of different cultural and language groups would be extremely challenging especially in smaller municipalities. Certain coherence in the composition of the refugee groups is considered to be also in the benefit of the refugees themselves.

Emergency cases are handled in five working days and urgent cases as quickly as possible. However, the waiting time to travel to Finland has been on average 4 months. For refugees not included in the emergency cases/urgent cases category, the waiting time tended to be

quite long due mainly to a chronic shortage of municipalities willing to accommodate refugees, which prolongs the entire resettlement process. The waiting period from selection in the annual quota to arrival can be over two years. Other reasons for delayed departure may be shortage of resources at Finnish Embassies that issue travel documents and bureaucratic exit procedures in country of departure.

The municipalities may refuse to resettle refugees with special needs (medical or other) on the grounds that they are unable to provide for the adequate services because of lack of resources. There have also been complaints from resettling municipalities that the information provided by UNHCR on submitted cases with special needs is insufficient and at times not updated which can lead to that the expectations of refugees and receiving staff do not meet and may negatively affect the integration process.¹⁵¹

After arrival, family reunification is granted to Convention Refugees and people with subsidiary protection (including humanitarian protection). In Finland, family reunion is granted with the following 'core' family members: spouse/cohabitant/registered partner (including same sex unmarried minor children (aged under 18 years) parents/guardians of an unaccompanied minor.

The first residence permit granted to resettled refugees is for 4 years. Following the initial 4 years, the refugee can apply to have it extended after which the permit becomes permanent.¹⁵² Third country nationals have the right to vote in municipal elections if they have resided in Finland for 2 years. After 4 years residence in Finland, resettled refugees may apply for citizenship, on the condition that they meet certain requirements.¹⁵³

A renewed Finnish Integration Act entered into force 1st September 2011 that includes regulations for integration and reception, and increases to governmental compensations for municipalities that receive refugees. However, many small municipalities may have difficulties in implementing the law due to insufficient financial resources. This fact will put immigrants in unequal position since the availability of services may depend on where the person resides and who is the service provider. The service provider is selected through a tender process.¹⁵⁴

Pre-departure measures

During the selection mission, the MIGRI delegation presents a briefing to provide the refugees with basic information on Finland. MIGRI used to arrange a 3-day cultural orientation to all refugees granted access to the programme, but urgent and emergency cases have been excluded from these. MIGRI aims to establish a separate information package for them.

MIGRI contracted IOM to deliver the cultural orientation programme from 2001 until the end of the contract in 2010. The orientation was not arranged in 2011. Currently no cultural orientation is organized for refugees admitted for resettlement in Finland.

The orientation consisted of basic information on Finland, reception procedures in the host municipalities, rights and responsibilities of the refugees, practical use of public services and some basic phrases in Finnish language. Upon availability, material produced by the resettling municipality has also been provided. The course was mandatory for everyone over the age of 15. When possible, the teacher in charge of the orientation has been an

¹⁵¹ EUI and ECRE, (n.d.)

¹⁵² Finland: Ministry of the Interior (2004), *Finnish Alien's Act*, Helsinki

¹⁵³ For more information, see: Finland: *The Finnish Migration Service* (n.d.), Retrieved from http://www.migri.fi/finnish_citizenship/applying_for_citizenship/requirements

¹⁵⁴ EUI and ECRE, (n.d.)

IOM employee with a refugee background.

After a municipality has been located to accommodate the refugee(s), the travel arrangements can be made. These are handled by IOM and financed for by the Finnish government. Before the departure, IOM conducts a fit-to-travel medical examination to ensure that there are no travel obstacles or that the passenger poses no risk of infection to the other passengers.

Post arrival programmes supporting integration

A 3-year **integration plan** is drawn for each refugee in collaboration with the authorities of the refugee's resettling municipality, including the local Employment and Economical Development Office. The aim is to have each refugee directed to the integration activities detailed in their respective plans within a month from completion of the plan.¹⁵⁵ The integration plan is designed individually for each refugee to correspond to his or her individual needs. These include language and literacy training complementing already existing professional skills, professional and employment training, and civic skills training. This 3-year-period can, upon special consideration, be extended by two more years. Legislative changes made to the Finnish Act on Integration of the Immigrants mean that now also children and the youth are entitled to their own integration plan.

Upon arrival at Helsinki international airport, each arriving group is met by Finnish Red Cross staff and/or volunteers who have been trained for this task. The volunteers will receive the refugees at the arrival gate. They will also assist the refugees with the registration procedures with the Border Patrol and, if required, accompany the refugees on board their domestic flights to the resettling municipality. An **interpreter** will be provided when needed – a service paid for by the resettling municipality.

Once the refugees have reached their new municipalities, local Finnish Red Cross volunteers keep playing an important role in resettlement. They help the newly arrived to settle into their new homes by instructing with practical details of day-to-day life such as showing the families where the shops, schools, municipal buildings, and health centres are and how the local transport works.

As a result of administrative changes over the past few years, the reception and integration affairs are now divided between various Ministries: reception falls under the responsibility of the Ministry of Interior and, on the administrative level, under the responsibility of MIGRI. The integration measures are the responsibility of the Ministry of Employment and Economy.

In order to address the particular needs of vulnerable refugees, the Ministry of Interior launched a special programme in February 2010. The programme, called HAAPA, aims to encourage more municipalities to receive vulnerable refugees and to improve the integration capacity of the refugees belonging to these groups. So far 11 municipalities have participated in the scheme with 12 projects. The projects have included activities in the following spheres: development of the health care to better respond to their needs (illness, disability, trauma and rehabilitation-related services); development of psychosocial support; training specifically tailored to certain groups (stay-at-home-mothers, disabled people, illiterate individuals). Municipalities accepted into the programme receive a grant of 30,000- 60,000 euros per each 18-month period. The programme has received funding from EU's Refugee Fund ERF.¹⁵⁶

¹⁵⁵ Finland: Ministry of the Interior (2009) *Act on the Integration of Immigrants and Reception of Asylum Seekers* (493/1999; amendments up to 324/2009 included) Helsinki, Section 11.

¹⁵⁶ For more information, see Finnish Ministry of Employment and the Economy at:

Housing is provided by the municipalities that resettle refugees. During the 3-year integration programme, the refugees are entitled to **integration allowance**. An allowance is also granted towards housing. After the integration period, the refugees are entitled to the same benefits any Finnish citizen would. Pension constitutes the only difference, as person's right to claim it is determined by the period of time she or he has spent in the country. Elderly people excluded from the state pension are still entitled to monthly living allowance. Those with children under 18, receive an increase. Those who do not qualify for the unemployment benefits are entitled to a living allowance. This is 461.05 euros per person in a single-person-household. The basic allowance is expected to cover the living expenses.

Resettled refugees enjoy the same rights to services as the Finnish population. Resettled refugees enjoy the same rights to services as the Finnish population in regards to **childcare**, the **education** system, and access to municipal **health care**. Regarding education, children between the ages of 7-16 are placed in to preparatory Finnish classes before attending regular Finnish school classes.¹⁵⁷

Informal **language training** is also provided by the Finnish Red Cross e.g. in Finnish or Swedish language clubs organized by FRC volunteers. The three-year integration plan includes three years of language instruction (depending upon need).¹⁵⁸ Language instruction, however, tends to be challenging both for the teacher and students since the classes consist of students with academic backgrounds or very basic school experience, if at all. During the years, instruction for illiterate migrants has been developed, but the quality may vary substantially depending on location and provider. This is also true for language classes in general. In some cities there are also volunteer-run conversation classes that supplement the language classes provided in the integration plan. One of these is "Let's read together"- network, founded in 2007 in cooperation between Zonta Women International and UN Women Finland. Today it has over 60 groups. Language training has also been incorporated into employment training. In order to promote refugees' integration, combat isolation from the host community and improve the chances of employment, the then Finnish Ministry of Labour carried out a pilot project in 2006-2008 - the Work- Based Training Model - that incorporated language classes with on-the-job training. The project was funded by ERF and carried out in cooperation with UNHCR, ECRE and the IOM.¹⁵⁹ Local employment offices provide **employment services**.

Finland has a strong tradition of **volunteer support**. The Family Federation of Finland's WOMENTO project, started in January 2011, aims to advance the integration of educated immigrant women into Finnish society through a **mentoring system**. The main focus is in facilitating the entry of immigrant women into social networks and working life through personal mentoring by a Finnish volunteer woman. In the beginning of 2012, WOMENTO encompassed 18 mentor-mentee couples.

Part of the Finnish Refugee Council's work among the refugees and immigrants in Finland is encouraging and supporting their participation in the civil society through the so called "**Organisation Incubator**". The aim is to help refugees and immigrants set up their own organisations, increase their know-how on running an active organisation and to distribute information on finding funding for projects in their respective domains. Today there are several organisations like this in Finland, including Somali, Nepalese, Congolese, Ghanaian,

<http://www.tem.fi/index.phtml?s=4731>

¹⁵⁷ UNHCR (2011 b) Country Chapters, *UNHCR Resettlement Handbook, Finland Country Chapter*, available from www.unhcr.org/resettlementhandbook.

¹⁵⁸ ICMC (2011)

¹⁵⁹ For more information, see: <http://www.mostproject.fi>

Cameroonian, Cambodian, Liberian, Kurdish and Syrian organisations.¹⁶⁰ Most of them seek to support their members' integration into the Finnish society while promoting their own culture and its knowledge in Finland. Some also have small-scale charitable activities to help their countries of origin. The Finnish Refugee Council also runs several ventures to assist the refugees' and immigrants' integration into Finnish society and Finnish way of life, including peer groups where the assistance and counseling is provided by other refugees/immigrants of same or similar cultural backgrounds. Another example of this is a *VertaisKoto* project launched in 2009. The project receives funding from the EFR and seeks to support the refugees during the integration period.

The Family Federation of Finland has also implemented a 3-year project called *Vertaistukea Pakolaisille* (Peer Support for Refugees) with the objective to promote individual and family-based integration for refugees and persons granted international protection. The project created a peer support model for first phase reception which may be used as a component in the municipalities' integration programme and also implemented in refugees' Community Based Organisations (CBOs). Furthermore, the Finnish Association for Mental Health implements the 'OVI-project' (DOOR-project) that strived to strengthen the operational qualifications of the participating refugees' CBO project partners and their know-how of mental health issues.

The Finnish Red Cross carried out a one-year (2011) pilot project called 'Red Cross Volunteers Role in the Reception of Refugees for Resettlement' supporting the volunteers' capacity to assist newly arrived refugees at local level. Finnish Red Cross also operate a friendship service, providing the refugees with networks of local contacts and friends, and help the immigrants settle in their neighbourhoods and get to know the people and services of their new surroundings. Finnish Red Cross Language Clubs provide a chance for the immigrants to practice their newly acquired language skills. Homework Clubs assist the migrant children with integration to Finnish schools. International Clubs and Camps promote integration and interaction between people from different cultural backgrounds.

Refugee Advice Centre also provides legal aid and assistance to refugees, asylum seekers and other immigrants. They also work to promote the rights of these groups in Finland.

Good practices and challenges

The Finnish Government has attempted to rectify some of the integration challenges that have arisen due to the municipality resettlement system by increasing funding for integration services and other measures such as resettling refugees from the same geographic or ethnic community to ease the burden on resettling municipalities which may not have resources to integrate a wide array of refugee groups. Given the challenges, however, many municipalities' are reluctant and hesitant to resettle, and this normally leads to lengthy negotiations between government representatives and the municipalities before the needed resettlement places are allocated. When the bureaucratic process is prolonged, it results unnecessary delays for the refugees' departures after selection, in some cases putting their health and life at risk. In some cases refugees have deceased before being able to travel to Finland, because of such delays. Other circumstances that may prolong the departure may be shortage of resources at Finnish Embassies that issue travel documents, shortage of staff at UNHCR regional office, logistical problems and bureaucratic exit procedures in the country of departure.

The government has taken measures to increase municipalities' willingness to resettle refugees, including the adoption of a Policy Programme on integration with a focus on

¹⁶⁰ For more information on the organisations, see www.moniheli.fi/en/jaesenet.html (an umbrella organisation for multicultural organisations in Finland).

municipal placements of quota refugees. An ERF funding project on the whole resettlement process, with an emphasis on identifying best practices was started in late 2012.

Despite the challenges, Finland has a long tradition of refugee resettlement and integration, and many good practices can be shared from this experience.

Good Practices	Challenges
Pre-arrival	
<p>Previous pre-arrival integration programme mandatory for all refugees ages 15 and above that included basic Finnish language training (since 2011, however, no orientation has been provided)</p>	<p>Lengthy resettlement process: Potentially long wait from time accepted as a refugee and actual arrival time.</p> <p>CO cancelled after 2011</p>
Post-arrival	
<p>Relatively lengthy integration programme (3 years)</p> <p>Individualized integration programme for adults and children</p> <p>Additional support for vulnerable refugees (HAAPA program)</p> <p>Ability to vote in municipal elections after 2 years</p> <p>Vibrant array of civil society NGOs supporting refugee integration: mentoring programs, CBO coordination, mental health, etc.</p> <p>Refugee community based organisations active in integration</p>	<p>Uneven integration service provision: services may vary due to location and service provider, especially in smaller municipalities with less funding. Cooperation among government and NGO service providers unclear: municipalities are responsible for integration service provision, but government supervision and quality control are unclear.</p>

FRANCE

In France, three main types of resettlement schemes have been developed since 2008: ad hoc resettlement programmes (traditional form of resettlement used by France since the end of the Second World War until 2008);¹⁶¹ the annual programme, or resettlement *stricto sensu* (in the sense of the UNHCR); and relocation, aiming at the relocation of refugees within the European Union.¹⁶² This section will focus on the annual resettlement programme. Upon referral from UNHCR, the annual programme seeks to resettle 100 cases each year. The main stakeholders of the annual programme are the Ministry of Home Affairs, IOM, and French NGOs *France Terre d'Asile* and *Forum Réfugiés*.

¹⁶¹ France implemented an ad hoc humanitarian programme for Iraqis member of "vulnerable minorities". 1300 Iraqis were transferred to France from 2008 to 2011. It is not a resettlement programme as such but the procedure is similar.

¹⁶² France implemented an EU relocation programme in 2009 and 2010. 190 beneficiaries of international protection arrived from Malta.

Legal and policy framework

The legal basis for resettlement is a framework agreement signed in February 2008 between France and UNHCR. Article 5 sets forth stipulations for the refugee resettlement programme: on the basis of the files presented by the UNHCR and transmitted to the French Representation to the United Nations in Geneva, the French Republic will examine the files of the refugees whose resettlement on the French territory is considered (Section 5.1); the persons whose files will be presented to French authorities will have to fulfil eligibility criteria according to the strict mandate of the UNHCR and the French legislation relating to the determination of the refugee status (Section 5.3); and in the framework of France strategic priorities, the UNHCR will present about a hundred files each year (Section 5.3).

Under the annual programme, the selection decision is based on the dossier submission. UNHCR headquarters in Geneva sends dossiers to the asylum service of the Ministry of Internal Affairs.

Upon their arrival in France, resettled refugees are brought to transit facilities and reception centres. Resettled refugees follow the same procedures as asylum seekers to be granted refugee status. They must file an application to be granted refugee status with the *Office Français de Protection des Réfugiés et Apatrides* (OFPRA) within 21 days after their arrival. They receive financial support while waiting for the French government decision just like other asylum seekers.¹⁶³ Resettled refugees are granted a six-month temporary leave to remain, giving them right to work and other related social rights such as the Active Solidarity Income¹⁶⁴ (Article L262-4 2° a of *Code de l'action sociale et des familles*). Such benefits depend on their being hosted in specific housing facilities for asylum seekers (CADA).¹⁶⁵ The process to be granted asylum lasts between 2 to 3 months. Once they are granted refugee status, they benefit from all the rights granted to other refugees as soon as they are delivered the ten-year residence permit. However, such a delivery is usually lengthy as it usually takes over 6 months.¹⁶⁶ Refugees however, may apply for citizenship upon receiving their refugee status (or transfer of status) in France.¹⁶⁷

Refugees have the right to family reunification in the same conditions as nationals provided the family links can be established.

Pre-departure measures

For the Irak 500 programme in Syria and Jordan, IOM delivered a half-day pre-departure orientation to prepare refugees for travel and to provide an introduction to reception procedures, administrative processes, public assistance, education and other practical information. For the national resettlement agreement, there is no pre-departure CO. However, an information leaflet for persons being resettled to France, conceived by *Forum Réfugiés*, is systematically distributed to beneficiaries before departure.¹⁶⁸

Pre-departure activities are the same as under the Ad Hoc Programme. Medical check-ups and travel arrangements are organised by the IOM.

¹⁶³ *Allocation Temporaire d'Attente* (see Article L5423-8 1° of Code du Travail) and *Allocation mensuelle de subsistance* (see Article R.348-4 II of Code de l'Action Sociale et des Familles).

¹⁶⁴ *Revenu de solidarité active* (n.d.), Retrieved from <http://vosdroits.service-public.fr/N19775.xhtml>

¹⁶⁵ *Centre d'accueil pour demandeurs d'asile*.

¹⁶⁶ EUI and ECRE, (n.d.)

¹⁶⁷ ICMC (2009)

¹⁶⁸ European Resettlement Network. (n.d.) *Country Profile France*, Retrieved from: <http://www.resettlement.eu/country/france>

Post arrival programmes supporting integration

There is no specialised integration programme for resettled refugees. Once they are formally recognised as refugees, resettled refugees sign (like other refugees) the 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 France.¹⁶⁹ The integration programme is offered when the residence permit is delivered, i.e. several months arrival. There is no organized integration programme outside of the CAI.

Upon arrival, if resettled refugees arrive at an airport in Paris, they are received by *France terre d'asile* staff that are responsible for the transportation to the transit centre in *Créteil*, located in the Paris region, and managed by *France terre d'asile*. Some of them might be redirected to the transit centre of Villeurbanne (Lyon region), managed by *Forum Réfugiés*. If resettled persons have to be transferred to the transit centre in Villeurbanne (Lyon region), refugees are escorted to "Gare de Lyon" train station in Paris and they are taking care of by the staff of *Forum Réfugiés* on their arrival at the station in Lyon. Staff of the transit centre in *Créteil* informs refugees about the procedure and their rights and duties.

Resettled refugees are first accommodated in *Créteil* transit centre run by *France terre d'asile* or in Villeurbanne transit centre run by *Forum réfugiés*. They stay in the centres until a place in a reception centre for asylum seekers is available in France. After recognition of the refugee status by OFPRA, they must leave the centre within 6 months. They can have access to **social housing** upon availabilities. Because of the lack of available social housing in France, *France terre d'asile*, *Forum réfugiés* and Adoma offer housing solution for resettled refugees. For instance, *France terre d'asile's* network for the integration of resettled refugees can offer 80 places for a year in the Paris area and in Niort (*Deux-Sèvres*). Social workers offer individual administrative and social assistance, including workshops on housing and employment.

Resettled refugees are entitled to a **monthly allowance**, the Active Solidarity Income,¹⁷⁰ and they receive global **medical coverage**.¹⁷¹ French **language classes** (up to 400 hours) are delivered in the framework of CAI. French classes are usually provided in reception centres on a voluntary basis. Resettled refugees have access to a skill assessment delivered in the framework of CAI. Reception centres social workers and specific integration projects provide workshops and assistance on **employment**. Access to voting and eligibility rights or access to civil service employment is prohibited for refugees. Parallel and additional **volunteer support** and integration projects are run by NGOs.

Good practices and challenges

Although France has had a long tradition in resettling those in need since the end of the Second World War, the current resettlement programme is afflicted by many challenges related to the limited services provided pre- and post-arrival and due to lengthy asylum procedures after the refugee arrives in France. France's resettlement program does provide for orientation; language provision; access to education, financial assistance and employment; and incorporates volunteer groups that provide or enhance integration services. However, the French resettlement programme is limited in its current application.

¹⁶⁹ ICMC (2009)

¹⁷⁰ *Revenu de solidarité active*.

¹⁷¹ *Couverture maladie universelle*, article L 380-1, 3° of Code de la Sécurité Sociale.

Good Practices	Challenges
Pre-arrival	
	Limited pre-departure CO (information leaflet)
Post-arrival	
	<p>Post-arrival asylum procedure and delay in integration services: resettled refugees must apply for asylum upon their arrival, which may delay their integration process. Access to integration programme only after obtaining the residence permit (approximately 6 months after arrival months)</p> <p>Limited integration programme: Half-day civic training programme/400 hours of French language courses.</p> <p>Lack of available social housing</p> <p>Limited social and civic participation: no access to voting and eligibility rights or access to civil service employment</p>

GERMANY

In December 2008, the German Ministers of the Interior (Ministers on the national and federal states level) decided to resettle 2,500 Iraqi refugees. This first German commitment to resettlement can be seen as a response to the European Council's conclusions in 2008 that encouraged EU Member States to resettle 10,000 refugees from Iraq. The first Iraqi refugees resettled to Germany arrived in March 2009. In December 2011, the Ministers of Interior decided to introduce a permanent resettlement programme for the next three years, resettling 300 refugees per year starting in 2012.

In response to appeals from the UNHCR's and the EU's initiative, priority was given in 2012 to refugees of Sub-Saharan origin (mainly Somalis) who had fled from Libya to the Choucha refugee camp in Tunisia, and 100 refugees will be selected from Iraqis that fled to Turkey. In May 2012, the German Federal Office for Migration and Refugees (BAMF) deployed a five-week selection mission to Zarzis to interview refugees referred by UNHCR. Out of 246 applications, BAMF ultimately accepted 200 refugees for resettlement.¹⁷²

The national legislation for the permanent resettlement programme will be the same as for the ad hoc resettlement of Iraqi refugees in 2009/2010, which does not provide a refugee protection status. Since there is only the experience of ad hoc resettlement to refer to, and the permanent resettlement programme will draw on legislation and practices that were deployed for the ad hoc resettlement, this Section will focus on the experience of resettling 2,500 Iraqi refugees in 2009/2010. When possible, however, this Section will provide limited information regarding the permanent programme.

The main actors of German resettlement are the German Federal Office for Migration and Refugees (BAMF) that interviews selected persons and make the final decision on who was

¹⁷² IOM - International Organization for Migration (2012), *Refugees Who Fled Libya to Tunisia Will Resettle in Germany*. August 13, 2012.

admitted. There is also 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.

Legal and policy framework

Sections 22 and 23 (2) of the Residence Act contain the legal basis for resettlement. Eligible individuals were people in need of special protection and those who do not have a foreseeable perspective of turning back to Iraq or integrating into one of its neighbouring countries, especially members of persecuted (religious) minorities, victims of violence and with special medical needs, and single women with children. In addition to UNHCR selection criteria, the admission order by the German Ministry of the Interior put a focus on persecuted minorities (Iraqi Christians) and introduced the following extra categories: 'ability to integrate' (indicators being level of education, professional experience, language skills); preserving the unity of the family; family or other ties to Germany that can facilitate integration; and level of protection need.

Regarding the resettlement of Iraqi refugees in 2008, refugees were accepted for resettlement during selection missions. UNHCR submitted dossiers to the BAMF under the Ministry of Interior in Nuremberg. On the basis of the UNHCR dossiers, refugees were invited for interviews that were conducted by two teams of BAMF staff in Jordan and Syria. The IOM was responsible for managing the invitation to the interviews. In Syria, they took place in the rooms of the German embassy and in Jordan in those of UNHCR. Furthermore, security authorities carried out a security check. The BAMF carried out also a medical check to make sure that there was no risk for the public health and to check their fitness for the trip as well as to determine possible accommodations in Germany for people with special medical needs. Those who were accepted were informed by UNHCR.¹⁷³

Upon receiving a residence permit, Section 44 (1) of the Residence Act entitles those foreigners who reside in Germany to attend an integration course.

Conditions for family reunification are very strict. Livelihood has to be secured for the whole family without social welfare assistance, sufficient living space must be available, and the spouse has to have proven German knowledge (§ 29 and § 5 (1) of the Residence Act).

Resettled refugees do not get a refugee protection status, and the Federal Office for Migration and Refugees can revoke refugee status after three years if the requirements for recognition are not fulfilled anymore.¹⁷⁴ After eight years, refugees may apply for German citizenship upon passing a citizenship test and providing proof of employment.¹⁷⁵

Pre-departure measures

Regarding the Iraqi resettlement program, refugees received very little information pre-departure about Germany and what to expect. According to the BAMF, refugees were given an information sheet with basic information. The new programme, however, has provided language and cultural orientation classes - the Danish Refugee Council (DRC) organized German language training in the camp, and IOM provided cultural orientation classes.¹⁷⁶ It

¹⁷³ BAMF. (2012), *Evaluierung zur humanitären Aufnahme irakischer Flüchtlinge aus Syrien und Jordanien 2009/2010*. Feb, 2012 See also: <http://www.icmc.net/pubs/10000-refugees-iraq> (February 2012).

¹⁷⁴ Allenberg, N. (2009), *Die Aufnahme irakischer Flüchtlinge in Deutschland – ein erster Schritt hin zur Einrichtung eines Resettlementprogramms?*, in: *Asyl 4/09*, pp. 10-11.

¹⁷⁵ ICMC (2009)

¹⁷⁶ IOM (2012)

is unknown whether this practice will continue.

Actions regarding **stakeholder consultation and collaboration** seem to have occurred in the Iraqi programme, however these were limited experiences. In some places there was a working group established, especially for Iraqi refugees, at the Länder (one of the 16 federal German states) and local levels with all crucial stakeholders (local state authorities and NGOs) involved. At the local level, there were also established so-called "round tables" in order to coordinate locally the help of organisations and volunteers.

In order to strengthen German reception and integration capacity in light of the announcement of the resettlement programme, the 'Linking-In EU Resettlement' project supported a series of **National Stakeholder Meetings** in different German states and cities. The first took place in March in Berlin and was organized by the German Red Cross, Evangelische Kirche Deutschland (EKD) and UNHCR.

Under the auspices of Linking-in and the SHARE project, ICMC Europe, UNHCR, the German Red Cross and ProAsyl also organised a **capacity-building workshop** in Nürnberg in November 2012, which gave representatives of German cities, municipalities and civil society an opportunity to learn about different refugee situations, obtain an overview of resettlement programmes around Europe and discuss how resettlement challenges were faced and overcome by other resettlement countries.

Post arrival programmes supporting integration

For the Iraqi programme, refugees underwent a two-week **orientation programme** at the Friedland reception facility before being resettled to different Länder throughout Germany.

Refugees were referred to a 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. In general, refugees stayed for a period of 2 weeks in Friedland, although some stayed 3 months and attended language courses and gained further counselling before being distributed to the Länder.

Refugees were distributed to the Länder according to the 'Königssteiner Key' and within the Länder according to determined quota. At the beginning, distribution could be followed on the basis of needs and family reunification. Later on, as quotas became filled, refugees were obliged to go to Länder where they were separated from family members or members of their religious community. Because their legal status restricts their place of residence, a subsequent move to other Länder was rarely possible. Problems also resulted in their being distributed to rural areas without infrastructure for integration, meaning no counselling centres, no integration courses, no educational offers and no contact to other Arabic speaking people.

The municipalities in general do not allow a subsequent move to other federal states if the refugee is a recipient of social welfare assistance.

Upon arrival, BAMF provided transport from the airport to the reception centre in Friedland. Medical cases that could not travel by bus were picked up by the German Red Cross and brought directly to hospital or to their final destination. During the two-week introductory period at Friedland, Iraqis received post-arrival cultural orientation, including a presentation of NGOs and other services that assist refugees after they leave the centre.¹⁷⁷ In Friedland, welfare associations (German Red Cross, Diakonie and Caritas) held preliminary counselling and information sessions on integration into Germany, family

¹⁷⁷ ICMC (2009)

reunification, status, distribution to the Länder and social welfare assistance. The German Red Cross offered a family tracing service.

Types of **housing** varied depending upon the Länder, and municipalities organize first accommodations. Some municipalities offered for the beginning again reception centres others already provided private accommodations. In some cases, save-me volunteers also assisted in finding private accommodations.

Resettled refugees receive income support for a period defined by individual need, and they are entitled to **health care, education, and**

Authorities in general did not cover expenses for translation. Volunteers, especially native speakers, were overburdened by the great need of complex and time-consuming accompanying and counselling assistance.

German **language** lessons were offered in Friedland for those who stayed 3 months. Once distributed to the Länder, they were entitled to attend integration programmes that included German lessons. Welfare associations and NGOs helped to locate integration programmes. In some regions, refugees could not claim their right to language classes due to long distances to the course provider and inadequate public transport, and some language classes were cancelled due to insufficient enrolment. In some cases refugees had to wait months or even a year to get placed in a course.

Welfare organisations, NGOs and volunteers assisted refugees in finding **employment**, registering at employment agencies, and reviewing qualifications. Employment agencies assisted in trying to find employment. A temporary status for three years was given to Iraqi refugees, with which they could legally work.¹⁷⁸

Iraqi cultural associations, like 'El Rafedain' in Berlin, have also been officially incorporated into the integration process. Some save-me members were also Iraqi (refugees) who assisted with the integration of Iraqi newcomers.

Good practices and challenges

According to the law, only state agencies have had a legally defined role in the ad hoc resettlement of the Iraqi refugees and this could create problems for civil society agencies that are willing to participate in refugee integration. Collaboration between state authorities and NGOs differed from place to place, and sometimes there was no clear division of tasks between involved services, authorities and institutions.

Although challenges included limited pre-arrival orientation and a lack of a coherent and harmonised integration program, all refugees in Germany are entitled access to housing and income support, language courses, employment and education, child welfare, mental health and medical assistance, and social and cultural orientation courses. Welfare associations and NGOs provided integration courses and services for all migrants with residence permission.

Good Practices	Challenges
Pre-arrival	
Annual refugee quota: planning of the resources is easier and more cost-effective for all participants; necessary preparations	Integration criteria: the 'ability to integrate' criteria plays a role in the humanitarian admission process.

¹⁷⁸ ICMC (2009)

<p>for the respective groups of refugees can be made; and funding can be better integrated in the financial planning.</p> <p>Stakeholder collaboration (albeit limited): working groups established at the Länder and local levels with all crucial stakeholders (local state authorities and NGOs) involved. At the local level, there were also “round tables” in order to coordinate locally the help of organisations and volunteers.</p>	<p>Limited and uneven stakeholder collaboration</p> <p>Limited pre-departure Cultural Orientation: Iraqis received brief information sheets before arrival. The new programme, however, may include cultural and language courses.</p>
<p>Post-arrival</p>	
<p>Refugee cultural organisations incorporated in integration process</p>	<p>Refugees not granted protection status</p> <p>Strict conditions for family reunification</p> <p>Strict territorial distribution of refugees: after quotas of the Länder became filled, the special needs of refugees (e.g. family unification) were not considered any more in the further distribution.</p> <p>Lack of a coherent integration programme: each Länder had a different integration programme (albeit, with the same basic services). Stipulations of integration programme are unclear.</p> <p>Translation not covered by local authorities: hindrance to refugee integration, and burden to overworked translators.</p> <p>Difficulties for refugees to access language courses</p> <p>Unclear division of tasks between involved services, authorities and institutions.</p>

HUNGARY

The Hungarian Government announced its decision to become a resettlement country in October 2010 and confirmed its commitment through a pledge submitted to the Ministerial Conference organized by UNHCR in Geneva in December 2011. In response to the “Arab Spring” in 2011, a Governmental Decision (No. 1139/2011) was adopted on the launch of an asylum solidarity programme in relation to the situation in North Africa. On the basis of the Government Decision, Hungary intended to focus its resettlement commitment to the North African region, in order to provide help to the refugees of the countries shaken by the humanitarian crisis, and to express solidarity to those European Union Member States who provide asylum in the first place. As a first national resettlement operation, it is considered

a pilot programme. The Ministry is planning to assess the future outcome (as well as the whole process of the project) in order to develop a model that could serve as a basis for future resettlement efforts. Taking into account the pilot nature of the resettlement programme, the recent economic situation as well as the limited capacities of Hungary, the Government pledged to implement the resettlement of one family (5-8 persons) in 2012-2013 from the North-African region.¹⁷⁹

Hungary has not yet established its resettlement procedure rules, and therefore the ways of execution of Hungary's pilot resettlement programme are still to be developed. The Hungarian government has not announced any admissibility criteria nor expressed preference for a certain nationality. Due to practical implications, Hungary is focusing on refugee groups meeting current criteria for ERF subsidy. The pledge and the decree 1139/2011 do not include any resettlement specific procedural rules.

Legal and policy framework

There are no legal frameworks that provide stipulations for a resettlement program; however, there are various laws regarding asylum. Act LXXX of 2007 on Asylum provides that: "The minister may grant refugee status to an alien who was granted recognition as a refugee by the competent authorities of another country or the Office of the United Nations High Commissioner for Refugees, and to whom the Geneva Convention applies as declared by the refugee authority." Governmental Decree 301/2007 provides that: "The refugee authority shall establish the applicability of the Geneva Convention based on a personal hearing of the foreigner or on the basis of the available documents." Governmental Decree 1139/2011 on Launching a Refugee Solidarity Programme related to the North-African crisis, furthermore, is a decision on launching a resettlement programme in the first half of 2011. The Ministry of Interior is responsible for the implementation. Finally, Hungary's 8th of December 2011 pledge to the UNCHR Ministerial Meeting Hungarian Government announced its decision to become a resettlement country in October 2010 and confirmed its commitment through a pledge submitted to the Ministerial Conference organized by UNHCR in Geneva in December 2011.

Post arrival programmes supporting integration

Refugees and beneficiaries of subsidiary protection are accommodated in the open Office of Immigration and Nationality (OIN) integration facility in Bicske and may generally stay only six months (instead of one year) in the camp that can be extended exceptionally by another six months.

After having lived in Bicske for 6 months, many refugees do not possess the basics that are needed for finding employment: possess detailed knowledge on employment conditions; possess satisfactory health condition; own financial resources; have Hungarian language etc.

After being released from Bicske, refugees do not have any realistic prospects on access to accommodation or employment. Access to language courses is also of great concern. As a result, some refugees opt to move to other EU Member States, upon recognition of their refugee status. If returned to Hungary, they often become homeless. Homeless refugees reportedly face various violations of their physical integrity, with single women and the vulnerable particularly at risk.

As for reception conditions in general, refugees and beneficiaries of subsidiary protection are accommodated in the open Office of Immigration and Nationality (OIN) integration

¹⁷⁹ EUI and ECRE, (n.d.)

facility in Bicske. As a consequence of changes in legislation beneficiaries of international protection may generally stay only six months (instead of one year) in the camp which can be extended exceptionally by another six months.

NGO partners (such as Menedék Association, Hungarian Helsinki Committee, Cordelia Foundation, Reformed Church) assist in refugee integration through, for example, complex social services by Menedék; housing programme of the Reformed Mission Centre; psycho-social rehabilitation of refugees by Cordelia Foundation, intercultural school programme of the Than Károly school, etc.

Good practices and challenges

The Hungarian refugee resettlement program faces many challenges. Pre-arrival orientation is not provided, and post-arrival programs provide limited support. According to Know-Reset data, the present system has proven to be ineffective in equipping beneficiaries of international protection with the skills required for integration. Living in Bicske for up to one year keeps people isolated from the local community. Most of the residents do not have any contacts with Hungarian people except for the social workers. They often do not have any other ties to people living outside the camp who could ease their integration into the society. This also slows their process of learning the language and how different institutions and services operate.¹⁸⁰

IRELAND

Ireland established an annual quota in 1998, by way of an executive Government decision. This was initially fixed at 10 persons, later raised to 20 cases (c. 40 persons) and was again raised to 200 persons in 2005, after calls for its increase from UNHCR Ireland, among others.

Adherence to the quota has fluctuated in recent years, with just 45 persons resettled to Ireland in 2011 and 20 persons in 2010.¹⁸¹ Resettlement of refugees has begun for the 2012 calendar year, and official figures will be released at year's end. The reason for the failure to meet the quota in recent years is apparently due to Ireland's current economic difficulties. Thus the quota of 200 persons is in name only at present, with annual quotas being fixed on a year-by-year basis.

Resettlement is coordinated at a national level by the Resettlement Unit of the Office for the Promotion of Migrant Integration, Department of Justice and Equality. Local Authorities and NGO's play an important role in the resettlement process. The programme is administered within existing budgets using a mainstream model of service provision.

Legal and policy framework

The legal basis for Ireland's resettlement programme is contained in Section 24 of the Refugee Act 1996, as amended, which provides that:

"a 'programme refugee' means a person to whom leave to enter and remain in the State for temporary protection or resettlement as part of a group of persons has been given by the Government and whose 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

¹⁸⁰ *Ibid.*

¹⁸¹ Figures available from OPMI's website: http://www.integration.ie/website/omi/omiwebv6.nsf/page/resettlement-overviewofrecentrefugeeresettlement_programmes2000-2011-en

meaning of the definition of 'refugee' in section 2."

Under the legislative framework in Ireland, resettled refugees are not recognised as 1951 Convention refugees; they are granted the status of "programme refugee." Accordingly, resettled refugees do not have to meet the 1951 Convention Requirements at the time of selection. The rights extended to programme refugees are essentially the same as those extended to other refugees, and are contained in Section 3 of the Refugee Act, such as access to employment, medical care, social welfare, and other rights.

In terms of the types of cases that are accepted, Ireland does not accept emergency cases. Unaccompanied child cases are also not accepted. Ireland favours receiving a "balanced" caseload, which may include a mix of 'women-at-risk' cases, persons with disabilities and other special needs cases. There is no specific target for any category, although priority is given to cases with Legal and Physical Protection Needs.¹⁸² In addition to the above eligibility categories, which reflect UNHCR's standard eligibility criteria, Ireland also favours the inclusion of "community leaders" and "spiritual leaders" in resettlement selection.¹⁸³

Ireland does not place a primary emphasis on integration prospects; however the Irish government requires that the applicant and their family members have indicated a willingness to 'participate in their own resettlement and integration', and must accept the 'primacy of Irish law over their own cultural or religious practices.'¹⁸⁴

Ireland's stated criteria for rejection are: exclusion by reference to Article 1F of the 1951 Convention; a threat to public order or national security; serious concerns regarding an applicant's declared identity or that of his / her family members, or their stated relationship; and/or serious concerns or discrepancies in the applicants' claim.

Ireland currently accepts cases on the basis of a paper application (dossier / RRF) from UNHCR or following a selection mission (face to face interviews in the country of refuge). Dossiers are submitted to the Department of Foreign Affairs by UNHCR and are examined by both the Departments of Foreign Affairs and Justice Equality and Law Reform. The Office for the Promotion of Migrant Integration (OPMI), under the Department of Justice, takes responsibility for Ireland's Resettlement programme. UNHCR is the sole referral agency. Where medical cases are submitted, other Government Departments such as the Department of Health and Children and the Garda National Immigration Bureau may be consulted. Ireland does not currently accept emergency cases (dossier cases which require a very urgent response); however Ireland does accept urgent medical cases, and states that it aims to process those cases in approximately four weeks if required.¹⁸⁵

Family reunification post-resettlement is very limited. Resettled refugees who did not list a particular family member in section 3 of their long-form RRF will generally find it very difficult to be reunited with that family member, in line with the difficulties faced by refugees in Ireland seeking family reunion generally.

Depending on certain conditions, resettled refugees can apply for citizenship after four years residence in Ireland.¹⁸⁶

¹⁸² UNHCR (2011 b) Country Chapters, UNHCR Resettlement Handbook, Ireland Country Chapter, available from www.unhcr.org/resettlementhandbook.

¹⁸³ *Ibid.*

¹⁸⁴ *Ibid.*

¹⁸⁵ *Ibid.*

¹⁸⁶ Irish Naturalisation and Immigration Service. Retrieved from: <http://www.inis.gov.ie/en/INIS/Pages/WP11000014>

Pre-departure measures

The Office for the Promotion of Migrant Integration does not engage the IOM to carry out pre-departure cultural orientation. The IOM takes responsibility for the health screening of refugees being resettled to Ireland, for the securing of visas and travel documents, and for making their travel arrangements.

For approximately nine months prior to the arrival of group cases of refugees, the national resettlement team will work with the receiving communities to ensure placement that meets the needs of the refugees.¹⁸⁷

Post arrival programmes supporting integration

Upon arrival, refugees are met at the airport and brought to a reception centre for eight weeks, and are provided with cultural orientation and language courses. The Local Municipal Authority coordinates integration services with relevant local actors. An Interagency Resettlement Steering group is set up to work with the refugees and the service providers to ensure that the refugee has access to basic needs.¹⁸⁸ The integration programme lasts for approximately 18 months after arrival in Ireland. During the first three to four months, the resettlement team provides support and ensures that all services are provided, cultural orientation is delivered, children are placed in schools and language courses are arranged.¹⁸⁹ Voluntary organisations also work with service providers to support resettled refugees.

After arrival, refugees are provided cultural orientation, including: health screening; **language training** (up to 20 hours per week for the first year); an introduction to service providers; how to manage a home/equipment use; culture/information/law and order; money management; paying bills; using banks, post offices, and public transport.¹⁹⁰ Adults attending language training receive a jobseekers allowance on the basis that they are improving their skills and foresee eventual employment.¹⁹¹

Resettled refugees have the same access to **housing, social welfare rights, medical care** as an Irish citizen. Resettled refugees also have the same right as citizens to seek and enter **employment** and to **access to the courts**.

Good practices and challenges

A relatively small programme, Irish refugee resettlement works with all stakeholders involved at the pre- and post-arrival level to ensure that refugees are resettled into communities that can address their needs and continue to provide for their needs after arrival.

Good Practices	Challenges
Pre-arrival	
National Resettlement Team coordinates with receiving	Cultural Orientation not provided

¹⁸⁷ UNHCR (2011 b) *Ireland Country Chapter*

¹⁸⁸ *Ibid.*

¹⁸⁹ European Resettlement Network (n.d.) *Country Profile Ireland*, Retrieved from: <http://www.resettlement.eu/country/ireland>

¹⁹⁰ Presentation slides of Martina Glennon, Resettlement Unit, Office for the Promotion of Migrant Integration.

¹⁹¹ European Resettlement Network, (n.d.) *Country Profile Ireland*

communities approximately nine months prior to arrival	
Post-arrival	
Interagency Resettlement Steering Group: coordinates local service provision to ensure newly arrived refugees are meeting their basic needs. Support and guidance provided to resettled refugees for as long as required	Strict conditions for family reunification

ITALY

In recent years, Italy has implemented various resettlement projects and ad hoc resettlement schemes. The *Oltremare* project (Phase I in 2007-2008) was the first "resettlement" operation conducted by Italy. It witnessed the resettlement of 39 vulnerable Eritrean refugees from Libya. The second phase of *Oltremare* project (2008-2009) also resettled vulnerable Eritrean refugees (30 total) from Libya. In 2009 until 2011, Italy implemented an ad hoc resettlement programme, the *Reinsediamento a sud*, whereby the Italian government accepted to resettle 179 Palestinian refugees recognised under the UNHCR mandate living in very harsh conditions in the Al Tanf camp situated at the Syrian-Iraqi border. In March 2011, two other 'humanitarian-resettlement' operations from Libya took place in order to urgently ensure safety to 108 persons from Eritrea and Ethiopia who were transferred from Tripoli to Italy.

Legal and policy framework

While different resettlement projects and programmes had various legal and policy frameworks, there is no specific provision on resettlement nor is there a provision explicitly allowing for resettlement procedures. The internal legal foundation the Italian government uses for reception of refugees is part of the private-public partnership projects the Italian government may create under the national system for reception, known as *Sistema di protezione per richiedenti asilo e rifugiati*. The system was introduced by the law 189/2002, also known as Bossi Fini,¹⁹² and has been amended so as to follow the norms of reception foreseen by the EC directive 2003/9/EC, implemented by the legislative decree 140/2005.¹⁹³

The *Oltremare* project (Phase I in 2007-2008) was led by the Ministry of the Interior, in cooperation with UNHCR, and with its implementing partners CIR and the Province of Rieti/Municipality of Cantalice. UNHCR in Tripoli selected refugees on the basis of their vulnerability and prepared the dossiers that were transmitted to the Italian authorities. IOM carried out all activities concerning the issuance of travel documents, medical checks and travel arrangements from Libya to Italy. During Phase II of the *Oltremare* project, UNHCR selected refugees on the basis of their vulnerability and the family relationship with those previously resettled under Phase I who had no possibility to meet the requirements of legal

¹⁹² Italy: Ministry of the Interior, (2002) Legge 30 luglio 2002, N°189, Legge Bossi-Fini, Modifica della Normativa in Materia di Immigrazione e di Asilo.

¹⁹³ DECRETO LEGISLATIVO 30 maggio 2005, n.140 Attuazione della direttiva 2003/9/CE che stabilisce norme minime relative all'accoglienza dei richiedenti asilo negli Stati membri.
http://www.serviziocentrale.it/file/server/file/D_Legislativo%20n_140-2005.pdf

family reunification. IOM carried out all activities concerning the issuance of travel documents, medical checks and travel arrangements from Libya to Italy. In both phases, soon after arrival refugees were admitted to the ordinary asylum procedures and were recognised as refugees.

For the *Reinsediamento a sud* programme, the Ministry of Interior funded and coordinated this project while UNHCR selected the refugees and prepared their dossiers using UNHCR selection criteria and categories. IOM carried out all activities concerning the issuance of travel documents, medical checks and travel arrangements from Libya to Italy.

Differently from the previous 'informal' resettlement operations, resettlement projects carried out in March 2011 took place without the involvement of UNHCR and IOM, and not all persons had been recognised under the UNHCR mandate in Libya. Following the appeal made by the Bishop of Tripoli, Habeshia Association and CIR, a political agreement was reached between the Ministry of Interior and the Ministry of Foreign Affairs to urgently evacuate these persons through an operation conducted by the Italian Air Force. No visa was issued to these protection seekers; however, upon arrival they were admitted to the ordinary asylum procedure. Selection procedure was mainly conducted by UNHCR, and review of the dossiers by Italian officials mainly considered national security considerations. In the third project (Palestinian refugees in Syria/Iraq) an official was sent to verify the conditions and situations of the selected refugees for resettlement.

Refugee status grants those to a permit of stay of 5 years. It gives right to family reunification and document for Schengen movements as well as access to the labour market, study, health assistance and free movement, integration and housing. Similar rights are given to those benefiting from refugee status however it grants a permit of stay of three years only. After ten years of residency in Italy, refugees may apply for citizenship.¹⁹⁴

Post arrival programmes supporting integration

For *Oltremare* Phase I, the Province of Rieti and the Municipality of Cantalice were directly involved in the implementation of individualised integration services and administrative activities such as Italian language courses, professional training courses, job orientation, and cultural orientation. CIR ensured legal and psychological counselling. CIR supervised the work ensured by the social workers of Municipalities who were directly assisting resettled refugees through integration services. This supervision consisted in providing and verifying the methodology in dealing with individual cases. During Phase II, IOM, CIR and the Union of Alta Sabina's municipalities were responsible for the management of reception implemented activities. During both *Oltremare* projects, the Italian authorities, UNHCR, IOM, CIR, RCO'S Habeshia received the refugees at Fiumicino airport. During *Reinsediamento a sud*, the Ministry of Interior, UNHCR, IOM handled reception. In all cases, limited cultural orientation was provided to resettled refugees on rights and duties of refugees, on the Italian society, on modalities to establish relationship with the Italian Institutions and local resources and services.

Integration services for the Palestinian refugees resettled between 2009-2011 were provided by the Municipality of Caulnia (Calabria). For the two programs carried out in March 2011, municipalities were directly involved in providing integration services also in partnership with some NGOs.

In general, resettled refugees are provided with **housing; income support** with the same

¹⁹⁴ European Resettlement Network. (n.d.) *Country Profile Italy*, Retrieved from: <http://www.resettlement.eu/country/italy>

treatment as for Italian citizens; the right to **health care**; and the right to **work**. **Language classes** are given only after arrival in Italy once the refugees are introduced within the reception system.

Good practices and challenges

Depending upon the resettlement programme and area resettled into, refugees received various forms of integration support and experienced many challenges. After both *Oltremare* projects, it was found that refugees were living in independent houses in uninhabited areas put at their disposal from Municipalities as Italians had left these areas due to high levels of unemployment. Due to high unemployment and scarce presence of public transportation in the area, refugees faced huge difficulties in having access to local services or to those more adequate to their individual situation in more distant locations.¹⁹⁵ During both *Oltremare* projects, Italian classes were provided from teachers with no experience in dealing with foreigners.

During the program carried out for Palestinians during 2009-2011, the programme underwent many challenges. When one of the Palestinian refugees was found dead, about 150 Palestinians with no job opportunities and possibility to locally integrate decided to reach Sweden where their family members were resettled from the Al Tanf camp. They tried to be admitted to the asylum procedure in Sweden accusing Italy of having putting them in a very dangerous situation, under the threats of the local mafia. They were informed that in Sweden they would have obtained a better assistance and opportunities of integration. However, Swedish authorities decided to send them back to Italy. The first return operation started in the middle of March 2012 when 47 Palestinian refugees were transferred to Italy.

During the programs carried out in March 2011, CIR supervised the work of social assistants who were not sufficiently qualified/trained to deal with Eritrean refugees and to identify their training and professional skills and offer jobs. However, vocational training and jobs offered didn't correspond to the skills and wishes expressed by the resettled refugees. Furthermore, integration was difficult due to the high level of unemployment and the lack and scarce presence of public transportation that prevented refugees from attending vocational trainings and find a job in more distant areas. All these factors contributed to increase the high level of frustration.¹⁹⁶

¹⁹⁵ EUI and ECRE, (n.d.)

¹⁹⁶ *Ibid.*

Good Practices	Challenges
Pre-arrival	
	<p>No formalized or structured system of pre-departure, arrival, reception and integration practices</p> <p>No pre-departure CO</p>
Post-arrival	
	<p>Refugees placed into situations unsuitable to integration: areas of high unemployment/lack of services.</p> <p>Municipalities low levels of experience in resettling/integrating refugees</p> <p>No formalised training for providers</p> <p>Limited orientation/information provided after arrival</p>

PORTUGAL

Portugal first engaged in resettlement in 2006 following the events at the borders of Ceuta and Melilla, when it accepted to resettle 17 refugees on an ad hoc basis from Morocco. In 2007, the Government of Portugal adopted the Council of Ministers Resolution 110/2007 that sets a minimum annual resettlement quota of 30 refugees and entitles the Ministry of Interior to review such quota.

Legal and policy framework

Resolution of the Council of Ministers No.110/2007, 12 July 2007 defined the quota of at least 30 refugees per year. Following this decision, the European Commission Decision C(2008) 6432final, from 06/11/2008, approved Portugal's multi-annual programme for the period 2008-2013, the 2008 annual programme for the European Refugee Fund and the co-financing for 2008 from that Fund. The EU ruling launched a multi-annual programme that: has continuity in resettlement (following the ad hoc resettlement in 2006 and 2007); and gives privilege to citizens coming from the African continent and from Eastern Europe, but not excluding other situations of citizens coming from other places, if these justify their priority selection, mainly for serious humanitarian reasons.

Portugal follows the same criteria as UNHCR, as well as the ones resulting from the multiannual programme (2008-2013), namely in the categories identified in paragraph 3 of Article 13 of FERIII: "persons from a country or region designated for the implementation of a Regional Protection Programme" (par. 3, (a)); "unaccompanied minors" (par. 3, (b)); "children and women at risk, particularly from psychological, physical or sexual violence or exploitation" (par. 3, (c)); and "persons with serious medical needs that can only be addressed through resettlement" (par. 3, (d)).

In 2011, however, the priority persons with serious medical needs were discontinued.¹⁹⁷

There have been some criteria considered to be of preferential or priority relevance in each year. In 2008, privilege was given to citizens coming from the African continent and from Eastern Europe;¹⁹⁸ in 2009, the selection of Iraqi refugees coming from Syria and Jordan, particularly children and women at risk, were subject to preferential selection;¹⁹⁹ and in 2010 privilege was given to people from countries subject to a Regional Protection Programme, emphasizing the categories of people who are in situations of obvious vulnerability, as women alone or with children and individuals from ethnic minorities.²⁰⁰ In any of these years it was, however, always recognised that these preferential or priority criteria would not exclude citizens from other countries or in different situations that would justify the priority selection, mainly for serious humanitarian reasons.

Processing of resettlement cases is carried out by the Immigration Service, by its Refugee and Asylum Cabinet (*Serviço de Estrangeiros e Fronteiras/Gabinete de Asilo e Refugiados*). The Immigration Service/Refugee and Asylum Cabinet rely on UNHCR's prior refugee status determination when considering an individual application for resettlement. The requests for the resettlement of refugees under the mandate of the United Nations High Commissioner for Refugees shall be presented to the Government member responsible for the internal affairs area.

The selection process on a dossier or mission basis is not specifically provided for in Portuguese legislation. Portugal has been carrying out the resettlement decisions only on a dossier review basis.²⁰¹

In accordance to Article 68 of Asylum Law 27/2008, refugees are entitled to the extension of their status to family members residing either in Portugal or abroad. Eligible family members shall include the spouse, common-law marriage partner, minor children, including unmarried adopted children, dependent parents and minor brother under the guardianship of the applicant.

After arrival, refugees obtain a residence permit valid for five years. After 6 years residence in Portugal, a refugee may apply for citizenship.²⁰²

Pre-departure measures

Portugal conducts a non-systematic distribution of a "Cultural Orientation Leaflet for Resettled Refugees in Portugal," prepared in 2008 by the CPR and the Immigration Service with the support of the ERF.²⁰³ There is no cooperation agreement with the IOM for provision of travel arrangements, and hence all travel arrangements are organised by the Immigration Services in cooperation with the Ministry of Foreign Affairs/Directorate-General for Consular affairs and UNHCR.

The CPR contributes to **preparing the local community** for the arrival of resettled refugees by focussing on three key aspects. First, **focus on local community in the area around the Reception Centre**. Institutionalised social networks at local level, composed of local administration authorities and other local stakeholders such as health care and

¹⁹⁷ UNHCR (2011 b) Country Chapters, *UNHCR Resettlement Handbook, Portugal Country Chapter*, available from www.unhcr.org/resettlementhandbook.

¹⁹⁸ Commission Decision C(2008), Annex II, p. 8 and Annex II, p. 18.

¹⁹⁹ Commission Decision C(2009) 3330 final, from 05.05.2009, Annex, p. 17.

²⁰⁰ Commission Decision C(2010) 2656, of 27/04/2010, Annex, p. 17.

²⁰¹ ICMC (2009)

²⁰² UNHCR (2011 b) *Portugal Country Chapter*.

²⁰³ *Ibid.*

education providers, tax authorities, the police, civil protection, local residents associations, local businesses, among others, are used by the CPR as a platform gathering relevant stakeholders in the area of the Reception Centre to share general information on asylum, refugee protection and the resettlement program. In the particular case of resettled refugee children, local schools are systematically informed beforehand of their arrival as to allow for the swift enrolment. Secondly, focus on **public and non-governmental migration/refugee oriented service providers**. The "Rede Alargada" - an extended network of public and non-governmental organisations created in 2003 under the auspices of the CPR - remains a privileged platform for sharing information on the resettlement program. The main focus of this network is to promote knowledge among its members, refugees and service providers on the protection needs of asylum seekers and refugees, on available service provision, and to promote privileged access of refugees to services provided by its members. Third, focus on **business/employers' community**. Businesses identified as potential refugee employers will be specifically targeted under an on-going ERF funded project implemented by the CPR through sensitization workshops for their management and staff focussing on international protection and the resettlement issues and aiming at promoting voluntary work and internships opportunities for resettled refugees in the framework of social responsibility programs.

Post-arrival programmes supporting integration

Resettled refugees are accommodated at the CPR's Reception Centre of Bobadela for up to six months. During this time they benefit from a range of support and services that includes: financial assistance for covering basic needs such as food items and other personal expenses; medicine and health care costs not covered by the National Health Service health insurance; public transportation; furniture and house appliances when moving into private housing; children's clothes, school books and sports gear (exceptional); legal, social and employment counselling; Portuguese language training; translation services; among others. The CPR in cooperation with local social security services prepares the transition of resettled refugees into private housing.

Upon arrival, resettled refugees are met by a member of the Portuguese Refugee Council (CPR) staff accompanied by a translator. They are then transported to the Reception Centre located in Bobadela. At the Reception Centre, resettled refugees are provided with initial information on its functioning rules, staff composition, rights and duties during their stay, and service provision. The pre-departure information pamphlet prepared by the CPR and the Immigration Service is distributed.

The CPR offers a half-day social and cultural orientation course at the Reception Centre within the first week after arrival. The issues addressed reflect the structure of the CPR/Immigration Service pre-departure information pamphlet. As such, these include general information on the political organisation, history, geography, climate and demography of the country; economic information focussing on the local economy and the employment market, the local currency, salaries and cost of living; information on service provision focussing on housing, health, education, vocational and language training; and other issues of particular interest to resettled refugees such as documentation, family reunification or transportation. Furthermore, the introductory Portuguese language training course offered at the Reception Centre also includes culturally oriented sensitization activities such as visits to monuments and historic sites, local museums, service providers, etc.

Counselling is provided by NGO members of the *Rede Alargada*, notably the *Associação Portuguesa de Apoio à Vítima –APAV* and the *Centro de Apoio à Vítima de Tortura em Portugal – CAVITOP*. The CPR is the NGO responsible for providing independent legal counselling to asylum seekers and refugees at all stages of the asylum procedure.

CPR multidisciplinary staff – composed of social workers, legal officers and employment officers - assists resettled refugees at the Reception Centre on accessing services throughout the refugee's stay that lasts up to six months. Upon his accommodation in individual housing, a social worker of the Institute of Social Security (ISS) is designated to follow-up on the refugee's integration. This is without prejudice to the maintenance of CPR's multidisciplinary support to resettled refugees upon request.

Accommodation in the reception centre is provided for up to 6 months, with all the services. The CPR prepares the transition of resettled refugees into **private housing** in cooperation with local social security services.

Financial assistance granted to resettled refugees by social security services covers accommodation, food and other private expenses, transportation, education and health care.

Resettled refugees have the right to health care. Regarding access to **health care**, Law No. 48/90 (Basic Health Care Law) grants foreigners and stateless persons, while residing in Portugal, access to the National Health Service. As such, upon arrival resettled refugees are referred by CPR's social services to local health centres and hospitals in case of need. The Institute for Hygiene and Tropical Medicine also provides for health screenings and health care relating to transmittable diseases. Recommended tests at the Institute require explicit consent by the refugees and results are confidential.

Language training is provided at the reception centre. The CPR offers all resettled refugees an ERF funded introductory intensive Portuguese language training course (150 hours) at the Reception Centre that includes a trainee's kit with all necessary learning materials. As a complement to this introductory course, resettled refugees are referred by CPR's Professional Integration Office (GIP) to Portuguese language training courses organised in the framework of the "Português para Todos" government funded program that targets all migrants legally residing in the country (150 hours). In the particular case of minors, public schools are required by law to offer its alien students special Portuguese language training upon enrolment. The CPR has also offered such classes on occasion and upon demand.

Resettled refugees have the right to access **employment**. The CPR provides employment assistance. Employment assistance provided by the Institute of Employment and Professional Training (IEFP) to resettled refugees is fairly limited as its employment centres refuse to register and support individuals who do not show sufficient language skills. In these cases, five employment centres only refer beneficiaries to Portuguese language training under the "Português para Todos" governmental program. The CPR's program (funded by the IEFP) thus remains the main employment assistance service provider for resettled refugees in Portugal. Support provided consists of searching for jobs, internships, and voluntary work offers available on the IEFPs database, the Internet, newspapers; cross-checking them with the refugees' profiles; and support in drafting CVs and motivation letters, job applications and in preparing for job interviews.

The CPR implemented several projects aimed at promoting the refugees access to training and employment. The "Começar de Novo" project, for example, closed in 2011, facilitated cooperation with vocational training centres by offering modular trainings in the area of clinical testing. The project also aimed at familiarising refugees with the professional training system and labour market by promoting visits to training centres and to private companies. Training was offered on entrepreneurship and access to micro credit in partnership with the Portuguese Association for Promoting the Right to Access Credit and certain banks involving resettled refugees who had been in the country for some years and who therefore had the necessary language skills and knowledge of local markets to create a

small business. Under an on-going ERF funded project implemented by the CPR, it is expected that businesses identified as potential refugee employers be specifically sensitized through workshops focussing on international protection and resettlement. The aim is to promote voluntary work and internships opportunities for resettled refugees in the framework of social responsibility programs.

Resettled refugees have the right to access **education**. Upon arrival in Portugal, children between 4 months and 5 years old are referred to CPR's nursery school, located in the premises of the Reception Centre of Bobadela. Access of refugee children to education at basic primary and secondary level is fully guaranteed. Resettled refugees over 18 years old who have not completed mandatory education (12 years) but who are in possession of their academic certificates are supported by CPR for completing an equivalence procedure as this is a precondition for resuming their training.

Good practices and challenges

Although the resettlement programme is implemented within six months, a relatively short period when compared to other European resettlement programmes, the Portuguese program provides the basic integration components in refugee resettlement: arrival assistances; post-arrival orientation; access to housing, income support, health care, education, and employment. The programme incorporates good pre- and post-arrival practices, but also challenges, that other resettlement countries can learn from.

Good Practices	Challenges
Pre-arrival	
<p>Commitment to stakeholder collaboration and consultation (For example, "Rede Alargada" - extended network of public and non-governmental organisations -remains a platform for sharing information on the resettlement program.)</p>	<p>No CO, only CO information leaflet offered pre-arrival</p> <p>No formal or specific training for resettlement is offered</p>
Post-arrival	
<p>Public schools required by law to offer alien students special Portuguese language training upon enrolment</p> <p>Social worker is designated to follow-up on the refugee's integration after reception period</p> <p>Several employment and training programmes: visits to training centres, information on credit and opening businesses, etc.</p> <p>Training for employers that hire refugees: teach employers about resettlement in order to promote internships and other employment opportunities</p>	<p>Relatively short integration period (6 months)</p> <p>Employment training may be limited to only those with language training</p>

ROMANIA

Romania had a resettlement programme for the duration of 3 years from 2008 until 2010 with an annual resettlement programme of 40 refugees per year. However, no specific resettlement programme has been implemented since 2011, and a legislative proposal regarding future resettlement is awaiting adoption.

Legal and policy framework

Currently, no legislation on resettlement to Romania exists. Government Decision (H.G.) no. 1596 of 04 December 2008 on resettlement of foreigners in Romania was established the forms and content of stay permits, travel documents and other documents issued to foreigners, but this legislation expired at the end of 2010 and has not been renewed. According to the expired legislation, in order to be considered for resettlement to Romania an individual must have met the following requirements:

- (a) He or she has been recognized as a refugee in accordance with Article 1A of the 1951 Geneva Refugee Convention and its Protocol by a State or by UNHCR;
- (b) He or she does not benefit from effective protection on the territory of the country of asylum;
- (c) He or she does not have integration perspectives in the country of asylum;
- (d) He or she does not have perspectives for voluntary repatriation to the country of origin under conditions of safety and dignity;
- (e) He or she does not present a threat to public order, national security, health or public moral;
- (f) He or she presents potential for integration in the Romanian society;
- (g) He or she has expressly accepted to be resettled to Romania.

According to the previous Emergency Government Decision 1596/2008, refugees were selected on dossier based selections and in-country selection missions. Whilst selection missions to countries of asylum was considered the main method, dossier based selections may be used if a selection mission to an asylum country cannot be organised, based on a reasoned decision of the Director General of Romanian Office for Immigration (Art. 8 para.1 Emergency Government Decision no. 1596/2008).²⁰⁴ The selection procedure done by both dossier and mission methods are included in the new legislative proposal to be adopted.

Within the framework of the first resettlement programme run by Romania, one of the criteria used for the selection of the refugees for the purpose of their resettlement was their potential of integration. The current proposal for a new Government Decision that will regulate the conditions for accepting refugees from other countries by Romania for the period of 2012-2013 will no longer provide the potential integration as a selection criterion because resettlement is considered primarily a tool for ensuring protection of refugees.²⁰⁵

Current Romanian legislation only includes stipulations for asylum seekers. However, according to Law no. 122/2006 on asylum in Romania, the status of the resettled refugees

²⁰⁴ According to the UNHCR Report on resettlement in Romania and Law 122/2006 and H.G. 1596/2008. The aforementioned UNHCR Report is available at: <http://www.unhcr.org/cgi-bin/texis/vtx/refworld/rwmain?page=search&docid=4ecb9c00d&skip=0&advsearch=y&process=y&allwords=&exactphrase=&atleastone=&without=&title=resettlement%20handbook%20country%20chapter&monthfrom=&yearfrom=&monthto=&yearto=&coa=&language=&citation=>

²⁰⁵ EUI and ECRE, (n.d.)

is the same as those of refugees recognised by the Romanian Government. Upon entry to Romania, the Romanian Immigration Office (RIO) shall issue documents, as provided by the relevant legal provisions, recognizing the refugees as having refugee status in Romania.²⁰⁶ The resettled refugees will have the same rights and obligations in Romania as the refugees recognized by the Romanian state.

On the basis of Article 20, Law 122/2006, refugees are granted certain rights, among which include the right to: remain freely in the territory and choose freely the place of residence; be employed; benefit from social health insurance; and have access to all types of education.

Pre-departure measures

The 2008 programme provided general information on Romania and the rights and obligations of refugees in Romania. The officer in charge of the interviews provided such information.

Post-arrival programmes supporting integration

The national and international organisations that were involved in the first operation of resettlement of refugees in Romania were, according to the information provided by the ROI: UNHCR-Romania, the Romanian Red Cross, Romanian Jesuit Refugee Service and the National Association of Specialists in Human Resources. These organisations carried out the activity of transferring refugees, as well as integration activities, complementary to those made by the Romanian Office for Immigration. It is expected that NGOs with experience in the field will be involved for the future in selection missions organized by the Romanian Office of Immigration.²⁰⁷

Good practices and challenges

Little information exists regarding integration services provided after arrival. According to a UNHCR Report in 2010, a group of 38 refugees resettled felt they were resettled into a dire socio-economic condition compared to their lives in Malaysia, where there were plenty of jobs and good wages. They claimed that the financial assistance and in-kind donations in Romania were not enough to sustain a decent living, and that they could not afford even to buy milk and diapers for the children. Some rejected the financial assistance eventually provided by the Government on the grounds that it was too low. As some of them had assessed that the initial salaries they might earn in Romania would not cover all their needs, most did not want to actively participate in the integration process any longer. Most families even refused to enrol their children into schools and kindergartens. The refugees claimed they had been given confusing information about their new home country by the Romanian authorities and UNHCR during the cultural orientation course prior to their departure. They criticized Romania for not being a good resettlement country, demanding UNHCR send them to the USA or a Nordic country. Group leaders emerged who influenced others to actually oppose integration and persuaded them not to bother learning the Romanian language. They were made to believe the best option was to leave Romania as soon as possible. On several occasions, some refugees displayed a behaviour clearly expressing their unwillingness to respect the rules in their new living environment. Showers were vandalized and kitchen stoves were burned. Some refugees voiced appreciation to the Government of Romania for having accepted them in the middle of its own economic crisis.

²⁰⁶ UNHCR (2011 b) Country Chapters, *UNHCR Resettlement Handbook, Romania Country Chapter*, available from www.unhcr.org/resettlementhandbook.

²⁰⁷ EUI and ECRE, (n.d.)

In the meantime, the resettled refugees from Myanmar have moved to a Centre in the capital Bucharest.²⁰⁸

SPAIN

Spain has a long history of involvement in resettlement, with the first refugees being resettled in 1979.²⁰⁹ As such, resettlements were not conducted as part of resettlement programmes and no strict, well-defined selection criteria existed. The Government responded to requests from the UNHCR and resettled people from a myriad of nationalities. Although Spain had no official resettlement programmes in place, nor did it have any fixed resettlement quotas, it resettled on numerous occasions on an ad hoc basis, when requested to do so by the UNHCR. More recently, in October 2009, a new asylum law came into force, which for the first time made specific reference to establishing resettlement programmes in Spain.²¹⁰ Although the new asylum law mentions resettlement, and in 2010 and 2011 the Spanish Council of Ministers approved the establishment of resettlement programmes,²¹¹ these approvals have not been acted upon, and to date, no one has actually been resettled under this new piece of legislation. The approvals were made under the previous government, and it remains to be seen, whether the current government will move to establish such resettlement programmes.

Legal and policy framework

The Law 12/2009, of 30 October, regulating the right to asylum and subsidiary protection makes specific reference to the possibility of establishing resettlement programmes. This law replaced the previous asylum law, which had been in place since 1984 and did not make any reference to resettlement. The preamble of Law 12/2009 makes reference to the European framework governing refugee and asylum issues. In this regard, it is stated in the preamble, that Law 12/2009 introduces a series of dispositions, which aim to serve as effective instruments to guarantee international protection. The preamble of this law mentions the introduction of a legal framework for the adoption of resettlement programmes in solidarity with the international community in the search for durable solutions for refugees. The first additional disposition makes specific reference to establishing resettlement programmes in conjunction with the UNHCR and other relevant bodies.

In 2010 and 2011, the Council of Ministers approved the establishment of resettlement programmes however as yet these programmes have not been established and as such, no one has actually been resettled under the new asylum law. The announcement by the Council of Ministers in 2010 made reference to the possibility of resettling 75 persons, while a similar announcement in 2011 mentioned resettling 100 persons. Neither of these

²⁰⁸ Information reproduced from the 2010 Participatory Assessment Report of UNHCR (2011 c), *Being a refugee: How refugees and asylum-seekers experience life in Central Europe*, 3 January 2012, available at: <http://www.unhcr.org/refworld/docid/4f02fa252.html>

²⁰⁹ ACCEM Report Informe prospectivo para el desarrollo de un programa español de reasentamiento. Retrieved from: http://www.accem.es/ficheros/documentos/pdf_publicaciones/Estudio_Reasentamiento.pdf

²¹⁰ Spain's new asylum law, in force since October 2009, see First Additional Provision for reference to resettlement. Resettlement is also mentioned in the preamble: <http://www.boe.es/boe/dias/2009/10/31/pdfs/BOE-A-2009-17242.pdf>

²¹¹ Spain: Referencia del Consejo de Ministros (a), (n.d.), Retrieved from http://www.lamoncloa.gob.es/ConsejodeMinistros/Referencias/_2011/refc20111007.htm#Reasentamiento and Spain: Referencia del Consejo de Ministros (b). (n.d.), Retrieved from http://www.lamoncloa.gob.es/consejodeminstros/referencias/_2010/refc20100129.htm#Refugiados

approvals has been acted upon.

The Plurianual Plan 2008-2013,²¹² furthermore, mentions the possibility of resettling a total of 350 persons between 2010 and 2013. The plan states that 50 persons would be resettled in 2010, 75 in 2011, 100 in 2012, and 125 in 2013. None of these resettlements have taken place as outlined in the plan.

According to Article 36 of Law 12/2009, once refugee status is granted, refugees are granted the right to:

- Non-refoulement as agreed in international legal agreements to which Spain is a party;
- Access to information about rights and obligations related to the content of international protection granted, in a language which they understand;
- The authorisation to reside and work permanently under the terms established by the Organic Law 4/2000 of 11 January on the rights and freedoms of foreigners in Spain and their social integration;
- Identity and travel documents;
- Access to public employment services;
- Access to education, healthcare, housing, social assistance and social services, as well as the rights recognized by the laws applicable to victims of gender violence, and where applicable, access to social security and integration programs, under the same conditions as Spaniards;
- Access under the same conditions as Spanish citizens, to continuing education or occupational and work practices and procedures for the recognition of diplomas and certificates, as well as other academic or professional qualifications issued abroad;
- Freedom of movement;
- Access to integration programmes which may be established;
- Access to assisted voluntary return programmes which may be established;
- Family reunification as provided under Law 12/2009

Considering that no one has been resettled under Law 12/2009, it is not possible to evaluate how successful it is at integrating resettled persons in to Spanish society. This, coupled with the lack of government information regarding previous resettlements, makes it very difficult to evaluate whether previous resettlements have been successful. That said, it must be recognised that the rights granted to those resettled in Spain are considered to meet international standards.

It can be assumed that a resettlement programme would conduct selection missions for the selection process. The Spanish Government states that: "The selection of the 100 refugees who are to be resettled in our country will be carried out by sending missions, comprising of members from the Directorate General of Interior Affairs and the Directorate General of Integration of Immigrants from the Ministry of Labour and Immigration, to the countries where the refugees first sought refuge. Spanish embassies and Spanish consulates on the ground will support these missions. The reception of these refugees in Spain will be the responsibility of the Directorate General of Integration of Immigrants."

²¹² Plurianual Plan 2008-2013. For information specifically on resettlement see pages: 54 -61, 66-68, and 73-74. http://extranjeros.meyss.es/es/Fondos_comunitarios/programa_solidaridad/refugiados/pdf/FER_Plan_Plurianual_2008_2013_MTIN.pdf

SWEDEN

Since 1950, the Swedish Government has accepted organised resettlement within the framework of the Swedish resettlement program. The Ministry of Justice establishes the general guidelines for the programme and the size of the refugee quota annually after approval by the Swedish Parliament. Over the last few years, the annual refugee quota has been between 1,200 and 1,900 persons.²¹³ The Swedish resettlement capacity has increased with about 500 places since year 2000.

The main actors of Swedish refugee resettlement are the Swedish Migration Board (SMB) and individual municipal authorities. The SMB is responsible for the selection of refugees and their relocation to Sweden. Acting on behalf of the Government, the SMB works in close cooperation with the UNHCR and other concerned parties to draw up the guidelines for the resettlement program, e.g. composition and regional focus. The guidelines are based on UNHCR's assessment of current resettlement needs and priorities. The SMB is the operational authority that decides on resident permits and makes travel arrangements for those individuals accepted for resettlement.

Individual municipalities are responsible for the integration of refugees post-arrival, and, in some cases, pre-arrival through their participation in pre-arrival Cultural Orientation programmes. Municipal authorities participate in resettlement on a voluntary basis, and each municipality is responsible for the organisation and implementation of introduction programmes. Currently, around 130 of the approximately 290 total municipalities in Sweden receive resettled refugees.²¹⁴

The SMB reaches agreements with and distributes funding to participating municipalities. The state grant for each refugee resettled in a municipality is expected to suffice for all costs paid by the municipality during the introductory period. An additional grant is payable for elderly or disabled refugees and for unaccompanied minors. Regarding unaccompanied minors, the municipality is to provide sheltered accommodation and additional support. The SMB always attempts to locate place in a municipality close to other relatives already settled in Sweden.

Resettled refugees are provided with support from the municipality in which they are resettled. Receiving municipalities are required to provide an individual introduction program, usually for two or three years depending upon the refugees' needs, for each refugee resettled who requires assistance so that he or she can eventually be self-supportive and participate on an equal basis in Swedish society.

Legal and policy framework

In order to be eligible for resettlement to Sweden, a person must be considered a refugee, as defined by the UN Refugee Convention, or as a person otherwise in need of protection, as described by the Swedish Aliens Act. She/he must be able to articulate an individual need for protection in relation to his or her native country. Sweden only resettles protection cases (Convention Refugees and subsidiary protection).

The Swedish programme does not specify resettlement criteria or special categories. However, the quota of resettlement and its geographic distribution is shaped by the following considerations: 1) UNHCR requests for destinations and target groups in accordance with Projected Global Resettlement Needs; 2) Sweden's willingness to contribute to solving protracted refugee situations and the desire to use resettlement strategically; 3)

²¹³ Migrationsverket. Retrieved from: http://www.migrationsverket.se/info/601_en.html

²¹⁴ European Resettlement Network (n.d.), *Country Profile Sweden*, Retrieved from: <http://www.resettlement.eu/country/sweden>

Sweden's ability to act quickly to resettle people with urgent needs; 4) Sweden's ability to use the dossier selection method fairly extensively.²¹⁵

Selection within the Swedish resettlement program takes place either through in-country selection missions or selection on dossier basis. UNHCR prepares the refugee dossiers and submits them to the SMB for examination and decision. In contrast to other resettlement countries, Sweden fills most of its quota (over 50%) through dossier selection. Cases should be submitted by UNHCR but a Swedish diplomatic mission can also make submissions in exceptional cases. Sweden offers resettlement also to Tribunal witnesses and their family members.²¹⁶

All cases submitted for resettlement are screened and cleared by the Security Police. Reasons not to accept a case for resettlement can be: the exclusion clauses stated in the 1951 Convention, heavy criminality, drug addiction, or if the person can be considered a threat towards the safety of the country or towards other persons.

An additional 350 places are reserved for emergency and urgent cases worldwide. Emergency cases are to be submitted primarily by UNHCR headquarters. Emergency cases are processed quickly as possible, usually within 5 working days. The selection criteria for urgent and emergency cases are the same as for non-priority resettlement cases.²¹⁷

In accordance with the principle of family unity, resettlement is generally offered to all family members in a case, even if the need for protection only applies to one or a few. This applies to the core family – that is married or unmarried spouses, and their children who are under 18 years of age.

Persons in need of protection and convention refugees are granted a permanent residence permit before arriving in Sweden. However, both categories have different eligibility for passport documentation, support for family reunification, and pensions.²¹⁸ Like other immigrants, quota refugees are allowed to vote in county and municipal elections after three years in Sweden.²¹⁹

Convention refugees can apply for Swedish citizenship after four years' stay in Sweden, while others have to wait five years.

Pre-departure measures

Sweden provides varying degrees of pre-departure Cultural Orientation in the resettlement program. The scope and length of the Cultural Orientation varies depending upon the needs of each target group, but generally two types of sessions are used: full Cultural Orientation programs, ranging between one to two weeks, and shorter workshops on a few days. Each refugee is offered between 5 –10 hours of information within these programs. Officers from the Swedish Migration Board together with officials from some of the receiving municipalities and officers from Swedish Employment Service carry out the programs.

In addition to preparing the refugee before arrival, the Swedish Migration Board also

²¹⁵ In Sweden, the resettlement mandate has, over the past seven years, been re-interpreted in a more flexible way so that, besides the basic selection and transportation of refugees to Sweden, it has also been possible to support special initiatives such as bringing seriously ill refugees to Sweden, temporarily, for treatment, or supporting a resettlement project in a neighboring region.

²¹⁶ UNHCR (2011 b) Country Chapters, *UNHCR Resettlement Handbook, Sweden Country Chapter*, available from www.unhcr.org/resettlementhandbook.

²¹⁷ ICMC (2009)

²¹⁸ Migration Board webpage "To Sweden as a quota refugee" at:

http://www.migrationsverket.se/info/601_en.html

²¹⁹ *Ibid.*

attempts to **prepare the resettling community**. In order to be better prepared for the refugees' reception and integration, the Migration Board emphasizes that information on special medical or other needs or treatment should be mentioned in the Resettlement Registration Form (RRF). Although Sweden does not require UNHCR or IOM to carry out a medical examination of refugees entitled to resettlement in Sweden, the Swedish Migration Board considers it is important to clearly indicate the individual's state of health and to include relevant medical documentation in the submission from the UNHCR. The receiving municipalities also prepare receiving communities before arrival by holding information meetings with the support of NGOs and churches to discuss the incoming arrivals.

Post arrival programmes supporting integration

Local municipalities are responsible for integrating refugees by providing them with a **post-arrival introductory program**. The introduction program, provided during the first two or in some cases three years after arrival, is drawn up in close cooperation with the individual concerned so that he or she can eventually be self-supportive and participate on an equal basis in Swedish society. This program includes: reception; housing; financial and medical assistance; language training and education; and assistance with employment, legal issues and social integration. Advice on accessing such services is provided in the introduction program. Although NGOs, churches and other refugee-based organisations are not responsible for post-arrival integration, they still play a large role in assisting and integrating refugees after arrival in Sweden.

Upon arrival, resettled refugees are received by Swedish Migration Board Staff and Staff from the receiving municipality at the airport and transferred directly to respective municipalities. Receiving municipalities arrange for housing, and a special home furnishing and equipment loan is available to refugees 18 and older. Refugees are free to settle anywhere in Sweden, although if they need help in finding permanent accommodation they must accept a home in the municipality allocated to them.

Regarding income support, resettled refugees enjoy the same right to **financial and medical assistance** from the local services as Swedish citizens. The amount of financial assistance paid out, however, varies from one municipality to another.

In regards to **language training**, all municipalities must offer refugees language training within the "Swedish for Immigrants program" or equivalent courses no later than three months after the individual's arrival in the municipality. Language courses are offered throughout the programme (approximately two years).²²⁰

In order to support newly arrived refugees in gradually finding their way into the **labour market**, the Swedish Public Employment Service is tasked with working closely with those who need support. The Swedish Public Employment Service draws up an introduction program in close cooperation with the individual concerned, which takes into account a survey of the refugee's previous experiences and aspirations, language studies, validation of previous work experience and other initiatives to facilitate labour market entry. Persons with official refugee status or who hold a residence permit on similar grounds are permitted to take up employment on equal terms with Swedish citizens. The Swedish Employment Service is responsible for mapping and supporting new arrivals in becoming attractive on the labour market.

All children in Sweden enjoy the same access to the national **education** system and the current curriculums, whether the children are native Swedes, immigrants or refugees and are also entitled to the same forms of educational assistance, e.g. grants and loans. All

²²⁰ ICMC (2009)

refugees enjoy the same access to educational facilities as Swedish citizens.

Like other immigrants, quota refugees are allowed to **vote** in county and municipal elections after three years in Sweden.²²¹

Counselling is provided as part of the introduction program, and in some municipalities NGOs and churches provide supplementary social and legal counselling. In many parts of Sweden local NGOs and Churches organise **volunteer support** for refugees. NGOs may be sub-contracted by municipal authorities to implement a portion of the introduction programme and they occasionally organise activities such as language training, computer classes and recreational or social activities.²²²

Good practices and challenges

Sweden has a long tradition of refugee resettlement and integration. The annual resettlement quota has been roughly on the same level for many years and no change is expected. The annual programme approach to resettlement has worked out very well, however, Sweden has emphasised the need to: (i) improve the information for persons selected for resettlement and (ii) to increase the participation of resettled persons in resettlement procedures and activities (i.e. develop methods that will allow this).²²³

Good Practices	Challenges
Pre-arrival	
<p>Pre-arrival information meetings: SMB prepares receiving communities by holding information meetings with the support of NGOs and churches to discuss the incoming arrivals.</p> <p>Pre-arrival medical status: SMB emphasizes that information on special medical or other needs or treatment should be mentioned in the Resettlement Registration Form (RRF).</p> <p>Familial proximity: SMB always attempts to locate place in a municipality close to other relatives already settled in Sweden.</p>	<p>Limited pre-arrival cultural orientation:</p> <p>Refugees selected by missions have received very short information about Swedish society and what resettlement means;</p> <p>Only a few of those subsequently selected have had the opportunity to participate in a cultural orientation programme. Reasons for a lack of preparatory initiatives include funding issues and insufficient organisation.²²⁴</p>
Post-arrival	
<p>Extensive, individualised introductory programme: provides two to three year introductory programme, drawn up in close cooperation with the individual</p>	<p>Little or no formalised training provided for local service providers.</p>

²²¹ Migration Board website.

²²² ICMC (2009)

²²³ ERF. Multiannual programme: Sweden (2008–2013). Annex I. # 111-2008-1744. www.migrationsverket.se

²²⁴ In 2010, 50% of the refugees selected for resettlement to Sweden (mainly those selected via in country selection missions, but also some on dossier-basis) were offered an orientation program. Sweden has emphasised the need to (i) improve the information for persons selected for resettlement and (ii) to increase the participation of resettled persons in resettlement procedures and activities (i.e. develop methods that will allow this).ERF. Multiannual programme: Sweden (2008–2013). Annex I. # 111-2008-1744. Retrieved from: www.migrationsverket.se

<p>concerned.</p> <p>An additional grant is payable for elderly or disabled refugees and for unaccompanied minors</p>	
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THE NETHERLANDS

Refugee resettlement to the Netherlands has occurred for over 30 years. A resettlement quota has been in place since the 1st of January 1984, which was increased from 250 to maximum 500 resettled refugees per year from the 1st of January 1987. This number remains unaffected, with the current quota being set at 2,000 resettled refugees for a four-year period. The Netherlands will maintain the 4-yearly quota of 2,000 resettled refugees (500/year) for the foreseeable future.

The main actors of Dutch resettlement are: the Minister for Interior and Kingdom Relations (responsible for aliens affairs and integration, including the Netherlands Nationality Act); the Minister for Immigration and Asylum Policy (responsible for tasks relating to aliens and asylum policy, border control and several relevant agencies such as the Immigration and Naturalisation Department, the Central Agency for the Reception of Asylum Seekers [COA] and the Repatriation and Departure Service); the Minister of Foreign Affairs (responsible for official country reports, setting out the current situation in countries of origin of asylum seekers); and local municipalities (responsible for reception and integration of resettled refugees).

Apart from the governmental agencies and municipalities, NGOs such as the Dutch Council for Refugees (*VluchtelingenWerk Nederland*), University Assistance Fund, Pharos, and IOM Netherlands are the primary organisations providing post-arrival integration services.

Resettled refugees are offered one- to two-year integration programmes including housing, income support, education, employment assistance, health care, and civic and language courses. Resettled refugees must pass an integration exam within 3.5 years after arrival.

Legal and policy framework

The Netherlands has no specific eligibility criteria for resettlement. The resettlement unit at the Immigration and Naturalization Unit (IND) applies the same criteria as for regular asylum requests. According to Article 29 of the 2000 Aliens Act, aliens – including asylum seekers and resettled refugees – can be granted a residence permit:

- on the basis of the 1951 Geneva Convention relating to the Status of Refugees (hereafter '1951 Convention') or the European Convention for the Protection of Human Rights and Fundamental Freedoms;
- for compelling humanitarian reasons relating to their individual circumstances;
- if return to their country of origin would place them at grave risk because of the general situation there, for instance because it is at war.

In addition to the above criteria, integration potential for the purpose of selecting refugees for resettlement was announced in a recent letter of the Dutch Minister for Immigration and Asylum to the Dutch Parliament. The Minister also proposed that resettlement be used as strategically as possible with regard to the other purposes of the country's migration policy and UNHCR to select higher profile refugees such as human rights activists and

academics.²²⁵

In medical cases, the Netherlands uses the following criteria: the cases must fit in the medical category as laid down by UNHCR; the required medical treatment is not available in the country of refuge and non-treatment may eventually lead to serious physical or mental damage; and coming to the Netherlands for treatment and supervision can effect a substantial improvement.

Selection of refugee cases takes place based on recommendations by UNHCR, and cases are reviewed on selection mission or dossier basis. Mission destinations are selected according to relevant developments in the multilateral framework, with priorities set by UNHCR to solve long-term refugee situations, priorities relating to urban refugee situations and policy developments in relation to priority areas for resettlement in the Annual Tripartite Consultations on Resettlement Working Group on Resettlement. Resettlement also fits within the policy as set down in the governmental agreement to strengthen refugee protection in regions of origin. Relevant developments at EU level concerning resettlement will also be taken into account. Finally, operational interests and considerations are also taken into account.

Selection missions are organised by the Immigration and Naturalization Service (IND). Delegation consists of representatives from the IND and the Netherlands Agency for the Reception of Asylum-Seekers (COA), and can also include representatives from the Ministry of Foreign Affairs (MFA) and IND medical doctors. Refugees recommended by UNHCR are interviewed by the IND. MFA is responsible for the registration of personal details and family relations. IND makes final decisions on refugees to be resettled. The decision is not subject to appeal. At the end of a mission, the head of the delegation reports the results to the local UNHCR representative. UNHCR communicates the decisions to the refugees concerned.

For dossier submissions, it takes about six weeks to two months to make a decision. Medical cases are normally submitted during selection missions, although urgent medical cases can be submitted on a dossier basis. For the period 2012 – 2015, 400 will be selected through selection missions and 100 will be selected through individual UNHCR dossiers.

Resettled refugees are granted refugee status and a temporary residence permit for asylum, which is valid for five years. After five years they may apply for a permanent residence permit. This permit is granted where the situation in the country of origin and the personal situation of the refugee have not changed. After five years residence in the Netherlands, refugees may apply for citizenship, if they meet all of the requirements.²²⁶ The Dutch government offers family reunification under certain conditions.

Pre-departure measures

Cultural orientation training is organised by COA consisting of six days. The training takes place during the period between the moment of selection and arrival in the Netherlands. Contents of CO training sessions include: elementary Dutch language skills; information about the Dutch society; information about the municipality where the refugees are going; and the future accommodation of the refugee. For dossier-based refugees, CO trainings are

²²⁵ Decision 07/02/2012 on the Policy Framework Resettlement 2012-2015 placed more emphasis on integration aspects of the resettlement process. The integration perspective will be investigated as a basis for denial of the dossier. The dossier may be denied on this ground where there are indications that integration of the relevant person in the Netherlands would be difficult or undesirable.

²²⁶ For a complete list of requirements, see:

http://english.ind.nl/residencewizard/verblijfwijzer_mijnsituatie.asp?proc=komen&procedure=Obtaining Dutch nationality&procedurestapnaam=Conditions in respect of Naturalisation&land=&duur=1&lang=en

developed and offered by IOM (in cooperation with COA).

In order to **prepare receiving communities** and to assist in refugee integration, COA representatives conduct social intake interviews, in the course of selection missions, whereby biographical and social information is documented for each refugee or refugee family, which is then shared with municipalities in advance of refugees' arrival. Social intake interviews are also used to manage the expectations of refugees by providing realistic information on life in the Netherlands.

COA and UAF (University Assistance Fund) have developed an **early referral system** for refugees who might benefit from the UAF education and career support services. UAF is notified about potential UAF candidates and their specific education needs in advance of their arrival, which allows UAF student counsellors to plan suitable education provision in co-operation with municipalities receiving refugees.

Post arrival programmes supporting integration

Municipalities are obliged to offer refugees a one- to two-year civic integration programme, consisting of Dutch language courses, knowledge of Dutch society and vocational training, offered by a municipality (through service contracts).

Refugees stay for the first 48 hours at an airport facility during which time COA guides them. DCFR is sometimes present for individuals arriving for family reunion. IOM offers practical assistance. All refugees undergo a tbc-test, and a residence permit is granted immediately on arrival. COA then transfers refugees to the municipalities where the resettled refugees will be housed.²²⁷

Implementation of obligatory integration programmes in general varies across municipalities reflecting local governments' own local demands and policy focus resulting in different institutional and administrative structures, and language and civic integration courses provision. This has an effect on the extent to which arrangements can be made for educational and employment paths that are accommodative to refugees' individual needs.

Municipalities receiving resettled refugees provide independent **housing**. Housing arrangements are made between COA and municipalities. Refugees cannot choose where they want to live if they want to make use of social housing.

Resettled refugees have the right to **financial support** and are entitled to **health care**. Psycho-social counselling can be arranged by municipalities, often in cooperation with DCFR and Pharos. Pharos offers health care information and advisory services to assist care providers, teachers and other professionals who work for and with refugees, asylum seekers, undocumented migrants and other migrants. Municipalities are also required to offer **language courses** to resettled refugees, approximately 500 hours.²²⁸ Municipalities also complement the civic integration programme by DCfR volunteer (home) language coaches who offer additional language training for refugees.

Resettled refugees are allowed to **work**, and municipalities are required to offer **employment support**. Specialised assistance can be provided by DCfR and UAF.

²²⁷ Dutch Government website at: <https://zoek.officielebekendmakingen.nl/kst-19637-1390.html>

²²⁸ ICMC (2009)

Resettled refugees have the right to **education**. For older refugees, municipalities are stimulated to offer dual programmes, with combination of education and work. Alternatively, an intensive Dutch language course at an educational institute can be offered, particularly for refugees who wish to access higher education studies. UAF cooperates with municipalities with regard to negotiating joint arrangements for refugees' education pathways.

Dutch NGOs are actively present in the refugee integration process. Dutch Council for Refugees, in cooperation with Pharos, offered training in the area of refugees' psychosocial health, specifically how to recognise symptoms that may signal that a refugee is experiencing psychosocial health problems and what guidance and referral steps can be taken to best meet the needs of these refugees.

University Assistance Fund has implemented a three-year pilot project 'Resettlement of Refugee Students.' The objective of this project was to develop and test new approaches towards the integration of resettled refugee students and develop a methodology for the integration of refugee students on the basis of the project experiences involving a pilot group of sixty resettled refugees arriving to the Netherlands from 2009.

With regard to the role of the **refugee community**, it was observed that refugee community organisations (RCOs) generally do not have much presence in the Netherlands. However, a number of communities are involved in providing support to resettled refugees (for example, the Bhutanese Community in the Netherlands). Further, IOM involves the Somali community in family reunion cases (mainly in the framework of a CO project targeting this specific caseload) and the Burmese community is actively involved supporting refugees on arrival.

Good practices and challenges

According to Know-Reset data, capacity building may be needed for municipalities in the light of the new reception model that made municipalities responsible for the reception and integration of resettled refugees. In the previous system, resettled refugees were received by COA and stayed for in reception centres for six months (in Amersfoort) where case managers were also in charge of the initial integration needs. This system does not exist in the current integration programme, and municipalities are new to managing refugee integration. Findings from the 2008 WODC report (Dutch Ministry of Justice Research and Documentation Centre on the Dutch policy and social position of resettled refugees in national and international perspective), however, demonstrated that resettled refugees were underrepresented in the higher levels of education and that their participation in the labour market was low. The report findings were one of the reasons for UAF to initiate the project on resettlement of refugee students.²²⁹ The Netherlands, however, has an exemplary pre-arrival cultural orientation program and referral system, and has a wide array of NGO-supported integration programmes after arrival.

Good Practices	Challenges
Pre-arrival	
<p>Relatively lengthy pre-arrival CO, including Dutch language lessons</p> <p>Social intake interviews: data gathered provided to municipalities before arrival.</p>	<p>Integration potential incorporated in refugee status determination</p>

²²⁹ EUI and ECRE, (n.d.)

<p>Refugee expectations are also managed during the interview.</p> <p>Pre-arrival referral program: COA and UAF (University Assistance Fund) have developed an early referral system for refugees who might benefit from the UAF education and career support services.</p>	
<p>Post-arrival</p>	
<p>Highly active NGO support for refugee integration</p> <p>Use of evidence-based studies to improve resettlement: Findings of 2008 WODC report one of the reasons for UAF to initiate the project on resettlement of refugee students.</p> <p>Former refugees involved in supporting integration initiatives</p>	<p>Resettled refugees were underrepresented in the higher levels of education/ low participation in the labour market (2008 WODC Report)</p> <p>Disparity between needs and the availability of local facilities to support those needs: quality and duration of available guidance varies depending on the level of funding and/or the type of provider that municipalities are free to sub-contract to deliver social support.</p> <p>Uneven integration service delivery</p> <p>Capacity building for municipalities needed as municipalities new to integration service provision</p>

UNITED KINGDOM

The UK has oversees two formalised resettlement programmes, the Gateway Protection Programme (referred to here as the Programme or GPP) and the Mandate Refugee Scheme (MRS). The GPP offers resettlement for a specific number of particularly vulnerable refugees, and the annual quota is 750. The MRS allows refugees from around the world with close ties with the UK to be resettled and there is no limit. The decision to resettle refugees is a voluntary commitment by the UK Government, which cooperates with UNHCR in determining which refugees to resettle and from where. Refugees selected for the GPP are currently being identified largely from the Regional Protection Programme areas.

Main actors of the GPP are the UK Border Agency (UKBA), the International Organization for Migration (IOM), Refugee Action, Refugee Council, Horton Housing Association and the various local authorities that refugees are resettled in. The UK Border Agency (UKBA) is responsible for operating both resettlement programmes, and for conducting selection interviews by UKBA caseworkers on selection missions after being referred by UNHCR.

Pre-arrival services for the GPP are provided by IOM. Refugee Action, Horton Housing Association and the Refugee Council currently provide reception and post arrival integration support services. The UK Government also cooperates with local authorities that voluntarily agree to receive resettled refugees. Local authorities and civil society organisations assisting in refugee integration are funded through a mixture of Government funds and EU European Refugee Funds.

Currently, many GPP resettlement activities are contracted out through tender by UKBA for a period of three years. In 2011, UKBA tendered for pre-arrival service provision, including

medical and travel services (awarded to IOM), and post-arrival integration service provision (awarded to Refugee Action, Horton Housing Association and the Refugee Council). The UK Government resettles refugees, with the assistance of local authorities and contracted parties, through a 12-month integration programme including housing, healthcare, education, language classes and casework support services.

Legal and policy framework

All refugees resettled under both programmes are recognised as refugees under the 1951 Refugee Convention by UNHCR, and the criteria for determining whether or not a person qualifies for refugee status is the same. Before an application is forwarded to UKBA, the case will already be recognised as a refugee within the framework of the Convention. The UK Border Agency caseworkers are instructed to usually accept UNHCR's assessment of refugee status unless they have good grounds not to. Applications for resettlement are lodged with the UNHCR and are then referred to the Border Agency to be assessed individually on their merits.²³⁰

Detailed selection criteria are found in the UK Government's asylum policy instructions, which follow the UNHCR's Resettlement Handbook, are to be followed by UKBA case owners (workers). Criteria include: refugee status; their need for resettlement (including whether their human rights are at risk in the country where they sought refuge, and whether they have long-term security in the country where they currently live); security risks and health concerns (whether the applicant has committed a serious crime or represents a threat to the public good or national security); and their family status (including dependents and their relationship to the applicant).

To qualify for the MRS, the mandate refugee must also meet the Convention definition and satisfy two conditions: the UK must be the most appropriate resettlement country; and the mandate refugee must have close ties with the UK, in particular close family members.²³¹

The relative in the UK must confirm that they are willing to provide initial accommodation and help with the integration of the resettled refugee(s). MRS is completely based on dossier selection. UKBA accepts resettlement submissions under this scheme from UNHCR around the world. UKBA officials will conduct a short interview with the UK relative to determine their level of support for the refugee and general ability to provide help with integration. The application will be considered based on that interview, the information contained in the RRF as well as information contained in any UKBA immigration file available relating to the refugee or the UK relative. No medical checks are performed, and no integration programme is provided as relatives agree to this provision. entitled to claim social services benefits and use mainstream social services under the same conditions as British Citizens²³²

Selection of GPP refugees to resettle is also based on UNHCR's annual Projected Global Resettlement Needs handbook. However, UK government departments are consulted and affordability is taken into account. The main target groups are those where UNHCR Priority Need coincides with those countries designated by the EU for the implementation of a

²³⁰ The asylum policy instructions state that case owners should generally accept UNHCR's designation of individuals as refugees, unless there are 'good reasons' not to, including where there are 'inconsistencies within the information contained in the UNHCR Resettlement Referral Form (RRF) or between information provided by the applicant and known country information', or where information provided by the application in relation to another of the selection criteria suggests the applicant's account of events is untrue. UK Border Agency, Gateway Protection Programme. Available at <http://www.ukba.homeoffice.gov.uk/asylum/gateway/> (Last visited 13 January 12)

²³¹ Fahamu Refugee Legal Aid, *Resettlement to the United Kingdom*. Retrieved from: <http://www.frlan.org/node/293>

²³² UNHCR (2011 b) Country Chapters, UNHCR Resettlement Handbook, *United Kingdom Country Chapter*, available from www.unhcr.org/resettlementhandbook.

Regional Protection Programme (RPP). The UK is also particularly concerned to resettle in each quota a number of Women and Children at Risk and a very small number of individuals with intensive medical needs.

Reasons for ineligibility for resettlement to the UK are: refugees who meet the exclusion provisions of the 1951 Refugee Convention; health concerns; in instances where a case owner has 'serious reasons for believing that the individual has committed a crime or act that does not fall into one of the Refugee Convention's exclusion provisions but considers that admission would still be non-conducive to the public good;' or when a refugee's presence would threaten UK national security on account of the individual's engagement in 'unacceptable behaviours.'

UKBA officials interview all GPP applicants. A pre-mission questionnaire is sent to the appropriate UNHCR hub. Submissions are then received from UNHCR. The Border Agency then agrees on the refugees to be interviewed. The mission is carried out and Principal Applicants and dependents over 12 are interviewed. Biometrics are taken and cases are considered, including a security screening and the assessment of the cost of medical needs. Agreement is obtained from Ministers for certain cases. Cases are then decided and UNHCR is informed. Health assessments and arrangements are made with the IOM to facilitate travel to UK.

Where it is not appropriate for UKBA staff to travel to a host country to carry out a selection mission but there is a pressing need for the resettlement of a particular group, UKBA can conduct dossier selections. Dossiers can be prepared containing details of cases that UKBA can accept without conducting a resettlement interview.

Although the UK does not accept emergency cases, certain medical conditions are given special consideration. A limited number of medical cases will be considered for each mission, and if accepted, preparations for medical treatment are made in conjunction with local authorities and NGOs within the UK contracted by UKBA to facilitate the early integration of GPP resettled refugees.²³³

Resettled refugees are automatically granted indefinite leave to remain. Resettled refugees can apply for citizenship after 5 years residence in the UK.

Pre-departure measures

In previous years, a Cultural Orientation training programme was delivered to the refugees by IOM shortly before departing. Since 2011, staff from the UKBA has delivered a shorter 1-day programme. It includes video interviews with refugees previously resettled through the programme in which they talk about their experiences of resettling and advice they have for new arrivals.

Medical screening is carried out by the IOM within set deadlines prior to departure. It includes a detailed medical history and physical examination of each individual and additional investigation for health conditions specified by UKBA. IOM is also contracted to provide follow up treatment for certain health conditions (such as TB) as well as testing and counselling for HIV. IOM also provides pre-embarkation health assessments shortly before departure and provide UKBA with a review of each refugee's immunisation history and record of administration of vaccines. This assessment also covers individual special needs for transport.

In an attempt to **secure housing before arrival**, the UKBA provides anonymous information about cases to the relevant body funded to source accommodation at least 6

²³³ *Ibid.*

weeks prior to arrival. (The information includes ages, genders, familial relationships within the case, links to other cases and any specific needs such as those relating to a disability.) Appropriate accommodation is then sourced for each case. The addresses are shared with other relevant bodies such as the NGO who will accompany the case to their address upon arrival and the local Primary Care Trust who will then allocate nearby doctors.

Planning meetings between NGO and representatives from housing, health, education and the police also occur where strategic decisions about where to place refugees and ensuring that essentials services and support were in place before the refugees arrived.

Post arrival programmes supporting integration

Resettled refugees are entitled to a 12-month **integration support package** that includes housing, healthcare, education, language classes and casework support services. The three main NGOs work closely with the participating local authorities and provide many of these services to resettled refugees. Local authorities participate in resettlement on a voluntary basis, and after the initial twelve months, the relevant local authority and government department are responsible for any further costs.²³⁴

All integration programmes provided by the three NGOs involve the allocation of each refugee to a Resettlement Caseworker who has responsibility for co-ordinating their integration support. Refugee Action and Refugee Council caseworkers use a holistic needs assessment and action-planning tool called a 'Personal Integration Plan' with each individual adult refugee. It covers a range of broad headings including housing, finance, health, education, employment, relationships and legal. Caseworkers work with the individual refugee to establish their background with each of these areas – before helping them decide on realistic hopes for the future and building a plan of how those hopes can be realised. Horton Housing caseworkers use a similar tool that assesses needs and risks, identifies goals and plans tasks.

The three integration providers also deliver planned group work sessions. Refugee Action has a running programme of sessions covering introduction to resettlement and housing, finance, health, employment, social and wellbeing. Horton Housing has a training facility where cultural orientation training courses and English classes are delivered. Cultural orientation can also be carried out on a 1-to1 or household basis by caseworkers as part of the tailored support provided to each refugee.

The refugees are advised on services they can access by their caseworkers. Caseworkers help the refugees understand their relationships with services – how to access them as well as what their rights and responsibilities are. Caseworkers or volunteers may physically accompany refugees to appointments – particularly if it is the first time a refugee is accessing that service. This usually has the focus on helping the refugee learn how to access the service - or overcome any other barriers to the refugee accessing the service by themselves in the future. Some providers produce accessible directories of services that the refugees can approach directly - independently of support from an integration service.

In the current Programme, all resettled refugees are escorted by IOM as far as an airside arrivals hall at Manchester Airport. Here the refugees are **received** by a small team from one of the three NGOs – usually around three members of staff and two interpreters. They then board coaches to the relevant resettlement area where a cash allowance is administered to them before they access their accommodation.

Information at the airport includes a basic overview of what the next steps and timeframes for the day will be. A brief welcome speech, introduction to the team and overview of the

²³⁴ *Ibid.*

support is covered at an arrival venue prior to the refugees departing for their accommodation (usually in cars containing each family or household unit).

Upon arriving at their accommodation, staff from the relevant accommodation provider carry out a health and safety briefing, mainly focussing on equipment in the house. Information provided during the rest of the 'arrival week' can include benefits being applied for, tenancy agreements, more in depth details of the support on offer and (for cases with children) laws in the UK surrounding parenting.

All refugees resettled through the Gateway Programme are directly accommodated in mainstream **housing** immediately after arrival. The models vary slightly across the country with the housing being permanent in some cases and temporary for up to around a year in others. Where housing is temporary, support with finding permanent accommodation and moving on is provided. As the refugees enter mainstream housing immediately after arriving, they are expected to make the same payments as other UK residents.

UKBA funds accommodation providers to pay utility bills for the refugee's first 2 weeks in their accommodation, but the refugees have to make payments by themselves beyond then. Where the refugee is not employed, payments are secured from their welfare benefits – often with help from an NGO with learning how to budget and learning the mechanisms for making payments.

A small **cash allowance** is administered upon arrival, and afterwards resettled refugees access the public welfare system for income support. Resettled refugees have the same access to **health services** and **education** as UK citizens. In each of the programmes, UKBA funds the Children and Family Departments within the local authorities to allocate school places to children – as well as dedicated support to help the children settle into schools.

Currently, Horton Housing provides **language training** whereas the other providers refer to learning providers for this service. Horton Housing has a training facility where cultural orientation training courses and English classes are delivered. A lack of funded ESOL classes, however, is holding back the integration of resettled refugees. In previous programmes, ESOL was funded as part of the resettlement programme, but this has not happened since the tendering move in 2011. In some local authorities adult education services have funded ESOL courses but this is not consistent across all areas. Some refugees have accessed ESOL through referrals made by their benefit provider and others are able to access mainstream courses paid for by their welfare money. However, there have been government funding cuts to mainstream ESOL classes that are now only funded for people in receipt of certain benefits and many recently resettled refugees have not been able to access any kind of English language learning. For women this was more of a problem, due mainly to problems of access to English language courses. This however depended on the country of origin of the refugee.

As part of the Personal Integration Planning process, caseworkers identify support that individual refugees require with accessing **employment** and referrals can be made to mainstream employment support services. Support with employment can also be provided by the caseworker directly or a separate internal project when relevant. Different providers have devised their own distinct projects for supporting refugees with accessing employment. Refugee Action carries out an employment assessment with each adult shortly after arrival and this helps inform what support they might require. Both Refugee Action and the Refugee Council previously had specialist employment workers who made links with local employers and attempted to strategically break down the barriers to refugees entering employment. These roles are not currently part of the models operated by either NGO - having been cut in the recent tendering exercise as a result of reduced

funding per refugee.

Communities are playing a supporting role in refugee integration through Refugee Community Organisations. Additionally, volunteers are used in a variety of roles across the different providers. 'Arrivals Volunteers' assist the refugees with intensive support during their first week in the UK. 'ESOL Volunteers' work directly with the refugees to help them achieve specific learning goals identified by the refugee with help from their caseworker. 'Volunteer Advocates' assist refugees with attending appointments and accessing services.

Good practices and challenges

In recent years, the unit cost per refugee for integration services has been reduced. This has reduced the capacity of service providers to: provide as much casework support to each individual refugee as has been provided in previous programmes; prepare local communities for arrivals; carry out strategic work with employers and remove barriers to refugees accessing employment; and to deliver training to local service providers to enhance their abilities to work with resettled refugees.

Good Practices	Challenges
Pre-arrival	
<p>Planning meetings between NGO and representatives from local authorities: NGOs and those from housing, health, education and the police for strategic decisions about where to place refugees/how to ensure essentials services provision before refugees' arrival.</p>	<p>Budget constraints have limited pre-departure CO to 1-day classes.</p> <p>Decreased cooperation amongst stakeholders: tendering process has eliminated RIAP – the Refugee Inter-Agency Partnership – meetings, whereby integration strategies were discussed between local NGOs.</p>
Post-arrival	
<p>'Personal Integration Plan' that addresses goals</p> <p>Refugee Community Organisations are involved in refugee integration</p>	<p>Budget cuts and subsequent reduced capacity of services to:</p> <ul style="list-style-type: none"> • Provide ESOL classes; • Casework support; • Prepare local communities for arrivals; • Carry out strategic work with employers and remove barriers to refugees accessing employment; • Deliver training to local service providers to enhance their abilities to work with resettled refugees. <p>Patchwork integration programme: Various NGOs provide basics of integration program, but all vary in support provided. Debate is needed to agree a shared understanding on what is meant by integration in a resettlement context;</p> <p>Limited oversight of integration: no</p>

	government framework for analysing and assessing integration that captures the full range of integration markers.
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4. TOWARDS MORE EFFECTIVE INTEGRATION OF RESETTLED REFUGEES IN EUROPE

This chapter brings together theory and practice, drawing on the analysis of guidelines and recommendations on the integration of refugees, including resettled refugees, and Member State policies and practices presented in individual country fiches in Chapter 3. In 4.1 we aim to highlight good practices, and suggest national level directions for improving the integration experiences of resettled refugees.

Drawing on the analysis of EU policies presented in Chapter 1, in 4.2 we identify ways in which the relationship between EU resettlement policy and integration policy can better be enhanced, and steps that can be taken at an EU level to promote sustainable resettlement

4.1 Analysis and recommendations at national level

In order for resettlement to be a truly durable solution, it must offer refugees the ability to integrate into their new communities and, ultimately, the prospect of naturalization. While debates on how exactly to define or measure integration are constantly evolving, it is clear that success in facilitating a resettled refugee’s ability to rebuild their lives benefits not only the resettled refugees, but the host societies as well. “Successful” integration also fosters community support for resettlement programmes. Attention therefore to the quality, sustainability and effectiveness of integration measures is a crucial aspect of supporting resettlement.

In the European context, much attention has in recent years been paid to the need to involve more Member States in resettling refugees- in some cases it would seem without all the adequate preparation or capacity to support refugees. The EP has therefore encouraged resettlement states and their partners to focus on strengthening the integration capacity of states and the receptiveness of receiving communities to improve outcomes. There are no set rules or measures on how to achieve this strengthening of the states and societies integration capacity. It must be acknowledged that integration occurs within a specific cultural context, and social and economic environment, and that these vary considerably between, and sometimes within, resettlement states. The players involved, and the process for accessing rights and services is also affected by systems of governance, and divisions of responsibility between national, state, provincial, territorial, district, regional, and municipal authorities.

Furthermore, while there has been considerable discussion on the successful integration of resettled refugees, there are no commonly agreed benchmarks or criteria in place to measure the success of integration. The number of refugees resettled is too small to allow for longitudinal studies, and very few of the many recommendations on integration are specifically tailored towards refugees. Evidence on outcomes is collected on an ad hoc basis, and often from those who are delivering the services or implementing programmes.

There is, nevertheless, a common understanding of basic requirements. It is recognized that **if resettled refugees are to have the best prospects for realizing their potential, they will need some support in the period immediately after their arrival.** Whereas all migrants face intensive demands adjusting to a new society, most refugees also need to redress personal, social and economic disadvantages they have faced

as part of their refugee flight, and require specialized supports.

Over the last decade useful guides and handbooks, and opportunities to meet other resettlement partners have facilitated the sharing of examples of good practices for managing initial reception, preparing host communities, language training, education, employment, health care, and the collaboration between partners required to ensure that the needs of resettled refugees are met. More challenging are the broader societal factors that are acknowledged to have a strong impact on the ability of all migrants, including resettled refugees. This includes the fostering of welcoming communities, free of discrimination and racism, and supportive of the arrival of refugees in their midst.

Beyond specific suggestions for how best to deliver basic integration services, an analysis of the commonalities of available guidance and the experiences of Member States highlights **four** key areas that are crucial for facilitating the integration of resettled refugees.

- a) Ensuring secure **legal status**, access to rights and **eventual citizenship**
- b) Putting **Refugees at the Centre**
- c) Enhancing **Coordination** and **Strengthening Partnerships**
- d) **Strengthening receiving communities**

a) Ensure secure legal status, access to rights and eventual citizenship

The UNHCR definition of resettlement status that *"the status provided ensures protection against refoulement and provides a resettled refugee and his/her family or dependants with access to rights similar to those enjoyed by nationals. Resettlement also carries with it the opportunity to eventually become a naturalized citizen of the resettlement country."*²³⁵

A secure legal status and access to civil, political, economic, social and cultural rights including family reunification are the very foundation of ensuring that resettlement provides a durable solution. At the EU level, both the Charter of Fundamental Rights and the EU Directive on the right to family reunification of third country nationals recognises the obligation to respect family life. Although UNHCR's Goals for Integration includes Goal 3 "to promote family reunification", a secure legal status was not mentioned because resettlement states active at the time regularly granted such status.

However, the fact that a number of European resettlement states have not made the legal provisions to be able to grant long-term or permanent residence on arrival, makes this a serious issue in the European context. Some states undermine refugees in their long-term integration process by granting only a form of subsidiary protection that does not offer the same protections as refugee status. The lack of status can also delay reunification with family members. Permanent residence status and family reunification are explicitly mentioned in the 2010 Charter of Principles as factors that enabling integration, and access to a secure legal status and other rights is one of the themes from UNHCR Agenda for the Integration of Refugees in Central Europe.

It is proven that naturalisation and active engagement in civil and political life promotes equality and fosters a sense of belonging, therefore supporting full integration. However, restrictive application requirements in many states and the introduction of language and citizenship tests makes the process inaccessible to many resettled refugees, thereby undermining their integration.

GOOD PRACTICE!

²³⁵ UNHCR (2011 a), page 9

PERMANENT RESIDENCE ON ARRIVAL

Czech Republic, France, Ireland, Sweden and the United Kingdom all issue permanent residence to resettled refugees on arrival.

b) Putting Refugees at the Centre

The ICRIIR Principles, and all summaries of good practices and principles since then recognize that refugees must be at the centre of integration efforts, and must be empowered to “do it for themselves.” However, this principle can be challenging to implement in practice. Evidence shows that integration programmes are too rarely geared to the specific needs and abilities of the individual refugees. Refugees must be given access to the tools and information that empower them to make their own decisions about their future. Services must be tailored to take into account cultural diversity, gender, age and specific needs. Skills and credentials must be fairly assessed and accredited, and access to trades and professions facilitated.

Ideally, pre-departure orientations will provide selected refugees with detailed information on what they should expect after arrival, including their rights and responsibilities, as well as how their basic needs will be addressed.

The small number of resettled refugees welcomed by some states has encouraged use of centralised reception centres, together with asylum seekers. Although this facilitates the delivery of some services, longer stays can delay the integration of resettled refugees, and can also lead to stigmatisation and targeting of refugees. The more established resettlement states organise housing directly in the community of destination, which is often challenging, but recognised as more effective in the long-term. After an evaluation of their integration programme, France recently also decided to stop using the centralised reception model.²³⁶

The availability of safe, secure and affordable housing is a major challenge in many European countries, and one of the themes for the UNHCR Agenda for the Integration of Refugees in Central Europe. In the context of ‘putting refugees at the centre’, the housing found for refugee families must also be located within reasonable proximity of services, schools, employment possibilities. Inconvenient locations can undermine refugees’ efforts to seek education, training and employment.

In practical terms, empowering refugees to make their own decisions is sometimes in direct conflict with the advance plans made regarding the community of settlement or other aspects of the integration plan. Refugees may have different goals and ambitions than envisioned during programme planning, or have linkages that take them to other communities. Flexibility to accommodate individual skills and aspirations is essential to truly empowering refugees and allowing them to reach their full potential.

Former refugees and refugee organizations are invaluable resources in the development, implementation and evaluation of settlement and integration programmes. Engagement in assisting other refugees to integrate can be truly empowering for former refugees, and their experience and expertise is often invaluable.

²³⁶ France Terre d’Aïse (2012), *Etude Biennale: Les Acquis Du Projet Europeen “Reseau Pour L’integration Des Reinstallés*

GOOD PRACTICE!

INDIVIDUALISED INTEGRATION SUPPORT

SWEDEN: Extensive, individualised introductory programme: provides two to three year introductory programme, drawn up in close cooperation with the individual concerned.

DENMARK: An Individual contract/plan of action is set up with the resettled refugee, based on an assessment of the person's particular skills and qualifications.

PRE-DEPARTURE ORIENTATION

NETHERLANDS: Six day cultural orientation training includes elementary Dutch language skills; information about the Dutch society; information about the municipality where the refugees are going; and the future accommodation of the refugee.

REFUGEE COMMUNITY ORGANISATIONS

United Kingdom: Refugee community organisations are involved in the integration of resettled refugees, enabling newly arrived refugees to learn from the experiences of previously resettled refugees, and strengthening integration programmes.

c) Enhancing Coordination and Strengthening Partnerships

Integration is a multi-faceted process, involving many partners. Strengthening partnerships is one of the four themes of the ICRIR Principles, and UNHCR lists stakeholder consultation and collaboration as one of the three essentials that must be in place before a resettlement programme can be implemented.

Coordination and collaboration between all resettlement partners is essential to the effective implementation of resettlement programmes. **Responsibilities must be clearly divided**, resources allocated, and a process for organizing training and sharing information between key partners should be in place in advance. The authorities responsible for delivering basic services to all residents, as well as those partners who will deliver specialized services for refugees must all be involved in planning for the arrival of resettled refugees.

The planning process includes allocation of resources. Evidence points strongly to the early provision of **language training as a key factor** in facilitating integration for the entire family. Lack of funding for language training is a severe impediment, as is a delayed start to language classes due to lack of a secure legal status. Language classes often also include an introduction to the host society's history and institutions. Common Basic Principle CBP 4 recognizes that enabling immigrants to acquire this basic knowledge is essential to successful integration.

Common Basic Principle CBP 4 recognizes that finding employment is 'a key part of the integration process and is central to the participation' of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible.' While resettled refugees share this goal with all other migrants, they are often greatly disadvantaged in the job search by the circumstances of their refugee flight and extended stay in camps or without recognition in urban communities. Many resettled refugees were denied access to education and training opportunities, and have limited experience in other than menial work. Others are skilled trades persons or professionals, but encounter serious barriers after resettlement in getting their accreditation recognized, or accessing employment in their previous field. Tailored support for supporting resettled refugees to find employment can involve public-private partnerships with employers, Education and

training opportunities are unavailable the Recognizing the importance of finding work to a refugee's ability to become a contributing member of their new societies

GOOD PRACTICE!

PRE-ARRIVAL AND LONG-TERM LANGUAGE TRAINING

Denmark: Denmark offers pre-arrival language training, and the post-arrival integration programme offers three free years of Danish **language training**.

Ireland: Adults attending language training receive a jobseekers allowance on the basis that they are improving their skills and foresee eventual employment.

LANGUAGE TRAINING LINKED TO EMPLOYMENT

Finland: The Finnish Ministry of Labour carried out a pilot project in 2006-2008 - the Work- Based Training Model - that incorporated language classes with on-the-job training.

LINKAGES TO EMPLOYERS

Portugal: The "Rede Alargada" - an extended network of public and non-governmental organisations includes a focus on the business/employers' community. Businesses identified as potential refugee employers are offered sensitization workshops for their management and staff focussing on international protection and the resettlement issues and aiming at promoting voluntary work and internships opportunities for resettled refugees in the framework of social responsibility programs.

Strengthened partnerships and planning processes also help to make essential decisions about the destining of refugees. Some states have **dispersal policies** to house refugees in small towns or villages. **Housing** may be more easily available in these communities and it may be easier to form social ties with locals. However, this has to be viewed against difficulties in accessing language training, other services or employment.

The European Parliament calls for tripartite partnerships around resettlement, however national programmes often leaving out civil society in programme planning. **Widening the scope of stakeholders** involved in the design and implementation of national programme to include health practitioners, schools, churches, local associations, local businesses etc., can significantly enhance integration programmes and help to avoid mistakes. Refugee Community Organizations can also play a key role in integration support, and should be involved in programme planning.

Stakeholders may not all have the same understanding of integration, and wider training and orientation may be required. The establishment of regular resettlement programmes also serve to deepen experience and understanding among stakeholders.

GOOD PRACTICE!

STAKEHOLDER PLANNING MEETINGS

UNITED KINGDOM Pre-arrival planning meetings between NGO and representatives from local authorities: NGOs and those from housing, health, education and the police for strategic decisions meet before refugees' arrival to plan where to locate refugees, and how to ensure the provision of essential services.

PHASING INTO MAINSTREAM SERVICES

Part of integration is accessing the same services as other residents. It is recognized as a good practice to phase out specialized support to resettled refugees over time and to facilitate their access to mainstream supports. Mainstream services providers are ideally involved in stakeholder partnerships from the time of reception.

d) Strengthening receiving communities

Perhaps most challenging and yet essential for sustaining commitment to resettling refugees is the need for create a supportive environment in receiving communities. Creating flexibility in institutions and the general society, and public support for the two-way adjustment that is involved in integration is a challenge. Although invited to the country, resettled refugees are impacted by racism and xenophobia. The ExCom Conclusion on Local Integration, the ICRIRR principles, the Common Basic Principles, and the Agenda for Protection all define integration as a two-way process, but creating the required flexibility to make this possible can be a significant challenge in today's societies.

Providing information to the local community before the arrival of the refugees, and engaging them in welcoming the newcomer helps to foster understanding for the purpose of resettlement. Political leadership from within in the local community is required for highlighting that refugees are welcome and that racist and discriminatory behaviour is not acceptable. Local volunteers are often also the vital social bridges linking refugees to the community. Ideally local communities would examine how open and inclusive their institutions are for newly arrived; they could - in the spirit of integration being a two-way process - if needed initiate processes of intercultural opening.

GOOD PRACTICE!

PREPARING RECEIVING COMMUNITIES

NETHERLANDS- In order to prepare receiving communities and to assist in refugee integration, Central Agency for the Reception of Asylum Seekers [COA] representatives conduct social intake interviews, in the course of selection missions, whereby biographical and social information is documented for each refugee or refugee family, which is then shared with municipalities in advance of refugees' arrival.

SWEDEN: The receiving municipalities prepare receiving communities before arrival by holding information meetings with the support of NGOs and churches to discuss the incoming arrivals.

ENCOURAGING VOLUNTEERS

DENMARK: The Danish Refugee Council, Churches' Integration Ministry (KIT), and the Danish Red Cross all have volunteer networks involved in assisting resettled refugees upon arrival. These organisations reach municipalities through countrywide networks of volunteers which number in the thousands.

More generally, resettlement programmes can substantially improved with better advance planning and adequate resourcing:

ADVANCE PLANNING

One aspect of integrating resettled refugees that is typically not put to the fullest and most effective use is the ability to plan in advance for the arrival of refugees selected for resettlement.

Resettlement states establish quotas, and negotiate with UNHCR which refugee populations they will resettle. In coordination with states, municipalities, communities and/or other partners, they determine where the resettled refugees will be destined. Other than emergency and urgent resettlement cases, the specific profiles and individual needs of the selected refugees themselves are often known well in advance of arrival.

Most states could better take advantage of this ability to plan in advance to prepare the receiving communities, the service delivery partners, and the refugees themselves.

REGULAR RESETTLEMENT

Related to advanced planning are the benefits of having a regular resettlement programme. One of the key reasons behind the challenges in service provisions for Member States administering ad hoc or irregular programmes is the very fact that the programme is not regular. In other words, **a stable and regular national programme supports overall national capacities.**

SUSTAINED FUNDING

Regular predictable programmes with sustained funding are also more likely to have positive outcomes. **Capacities and the quality of service are impacted by the availability of funding.** Funding cuts typically result in a prioritisation of immediate needs and a reduction in in-depth integration activities such as personalised follow up, strategic work with employers, training for local authorities or services, or work on preparing local communities. In this way cuts at one moment in time will later become costly as integration cannot take place under appropriate circumstances.

4.2 Analysis and recommendations at EU level

Refugees are largely left out of the broader framework of EU debates on integration policies, and there is almost no specific mention of resettled refugees. This is largely of function of the fact that resettled refugees represent only a tiny proportion of migrants to the European Union.

It is under the current EU treaties not conceivable that the EU would adopt binding rules on the integration of resettled refugees, given the voluntary nature of resettlement, and the limited EU mandate on integration.

However, the EU has become an important player on resettlement. Its activities therefore need to focus more on the integration of resettled refugees, and not only on procedures and selection priorities. With the push to develop a joint resettlement programme, and the encouragement on individual states to offer resettlement places, the focus on the number of Member States engaged in resettlement has overshadowed attention on the quality and sustainability of resettlement, which should now be reversed. This shift in focus is in line with the more results-oriented approach of the new Asylum and Migration Fund. In setting standards, the EU and its institutions need to focus on a limited number of activities which

are in line with the specific competences.

Results-oriented approach to funding

The European Commission could in the context of standard setting publish guidance on the reception and integration of resettled refugees. Building on the existing guidance developed by resettlement partners including the ICRIRR Principles, and the ICMC Charter of Principles, this could include aspects of reception after arrival, but also guidance on more mid- to long-term aspects. This guidance could provide orientation for the evaluation of EU funded activities as suggested below.

While the CBP number 11 called in 2004 for the development of “clear goals, indicators and evaluation mechanisms”, as necessary to evaluate progress on integration, limited progress has been made in this area. Given the incentive presented by EU funding, **the availability of such funding could be more closely targeted to setting standards**, for example to develop commonly accepted criteria and evaluation methods for post arrival support services. Consequently, reporting and follow up on such funding would contain a thematic evaluation. The EP in its negotiation mandate on the AMF has made helpful suggestions in that respect by amending the Commission’s Proposal for the AMF regulation. In particular adding to the proposed text “ In the light of the progressive establishment of a Union Resettlement Programme, the Fund should provide targeted assistance in the form of financial incentives (lump sums) for each resettled refugee” a sentence “ *The Commission in cooperation with the EASO and according to their respective competences should monitor the effective implementation of resettlement operations supported under the Fund.*”²³⁷ The additional amendment “*The effective implementation of the (resettlement) activities shall be monitored and evaluated by the EASO Resettlement Unit*”²³⁸ highlights the need for a creation of that very unit.

In the mid- to long term, EU resettlement funding could be made **conditional on the evaluation of previous programmes** and demonstration of the integration success of this funding, as well as respect of the criteria and agreed standards. Globally and in Europe, UNHCR has recommended the development of national tools and methodologies in close consultation with stakeholders to ‘guide, monitor and evaluation the implementation of integration programmes and policies with the aim of increasing their effectiveness and longer-term impact.’²³⁹

Such conditionality would need to be implemented in a way, which does not create new bureaucracy, in the form of the often lamented excessive additional burden on the detailed documentation of processes or the detailed justification of the most minor expenses. Rather it should focus on what results can be achieved in the integration of resettled refugees with the money allocated. Obviously, it would not be desirable that unsuccessful experiences automatically lead to exclusion from funding, but a thorough and participative planning and results-oriented use of funding as well as strategies for coping with problems/m mitigating risks would need to be demonstrated.

Involvement of civil society ensured

Recognizing the value of the involvement of NGOs and other civil society actors in integration programmes, tripartite partnerships should be promoted at the national level and supported through the funding for national programmes.

²³⁷ European Parliament (2012) *Draft mandate for inter-institutional negotiations on the proposal for a regulation of the European Parliament and of the Council establishing the Asylum and Migration Fund*, amendment 15, page 10/50

²³⁸ *ibid.*, amendment 97, page 39/50

²³⁹ UNHCR, (2009),

Continued support for transnational projects

Transnational projects implemented in recent years with ERF funds have brought together practitioners, facilitated the collection of information and exchange of practice between Member States and have played a critical role in creating an encouraging environment for resettlement as a common European effort. In the short to medium term these projects should receive sustained funding.

The role of the EASO

As suggested by the Tavares report, the European Asylum and Support Office (EASO) could become more closely involved in establishing criteria for quality resettlement in close cooperation with the UNHCR, NGOs and local authorities. EASO could also play a valuable role in collecting information, and supporting training and exchange of best practices. It is however at the current moment not conceivable that EASO would take on any pro-active role without any additional resources being made available to that effect – as the 2013 work-programme highlights maintaining the currently planned - very modest - level of activities will be challenging enough with existing resources.²⁴⁰ EU institutions and in particular the EP are therefore invited to examine how the political commitment expressed to an EASO resettlement unit can be translated into substantial commitments, i.e. commitment of resources.

EU Guidelines for the reception and integration of resettled refugees

The European Commission could in the context of standard setting publish Guidelines on the reception and integration of resettled refugees, based on the UNHCR and civil society guidance material that has been developed. This could include aspects of reception after arrival, but also more mid- to long-term aspects. This guidance could provide orientation for the evaluation of EU funded activities as suggested earlier.

KEY RECOMMENDATIONS

For Member States

- Member States should grant permanent resident status to refugees upon arrival
- Restrictive citizenship application requirements should be waived for resettled refugees
- Pre-departure orientation should be provided to those refugees selected for resettlement. Such orientation should help manage refugees' expectations, and preferably include a language training component and information about the resettling society
- Integration support programmes should be individually tailored to refugee needs
- Volunteer support networks, including Refugee Based Organisations, should be supported to provide integration services
- In line with the views of the European Parliament, resettlement countries should develop tripartite partnerships around resettlement by widening the scope of stakeholders involved in the design and implementation of national programmes
- Pre- and post-arrival stakeholder collaboration and cooperation is essential for successful refugee integration

²⁴⁰ European Asylum Support office (2012) EASO work programme 2013, page 28

For the EU

- The EU should support processes for clearer common criteria on how to promote and how to measure refugee integration, including the integration of resettled
- Resettlement financing by the ERF should eventually become results-driven
- EU policies need to further encourage and support the tripartite character of resettlement policy and practice through broader partnerships between states, NGOs and international organisations
- The EASO and the Commission, on the basis of their mandate and capacities, should provide guidance and support on how to better link existing recommendations and practices; the Commission could publish Guidelines for the reception and integration of resettled refugees

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