

# European Migration Network

## Resettlement and Humanitarian Admission Programmes in Europe – what works?



9<sup>th</sup> November 2016 – Final version

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## DISCLAIMER

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The Focussed Study was part of the 2016 Work Programme for the EMN.

## EXPLANATORY NOTE

This Synthesis Report was prepared on the basis of National Contributions from 24 EMN NCPs (**Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Norway, Poland, Slovakia, Spain, Sweden, United Kingdom**) according to a Common Template developed by the EMN and followed by EMN NCPs to ensure, to the extent possible, comparability.

National contributions were largely based on desk analysis of existing legislation and policy documents, reports, academic literature, internet resources and reports and information from national authorities, NGOs and international organisations. Statistics were sourced from Eurostat, national authorities and other (national) databases. The listing of Member States in the Synthesis Report results from the availability of information provided by the EMN NCPs in the National Contributions.

It is important to note that the information contained in this Report refers to the situation in the above-mentioned (Member) States up to and including the first half of 2016<sup>1</sup> and is based on the contributions from their EMN National Contact Points where more detailed information on the topics addressed here may be found. Where necessary footnotes with additional explanations and sources have been added. It is strongly recommended that the national reports are also consulted.

EMN NCPs from other Member States could not, for various reasons, participate on this occasion in this Study, but have done so for other EMN activities and reports.

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<sup>1</sup> Statistics generally run until 2015 (2016 in some cases), whereas the latest developments in Member States as reported in June/July 2016 have been taken into account where relevant.

## Executive summary

### Key points to note:

- ★ 17 Member States and Norway have in place **resettlement or humanitarian admission programmes or schemes**, or have had them in the past, while six countries **do not (yet) have experience with resettlement or humanitarian admission**. Increased migration flows in 2015 were followed by several legislative and policy changes in 2015 and 2016 at Member State and EU-level, including rules on resettled/admitted persons.
- ★ In the EU context, resettlement is the transfer of a third country national or stateless person, on request from UNHCR and based on the need for international protection, from a third country to a Member State where they are permitted to reside with refugee status or a similar status. Humanitarian admission is not defined. However, in the context of this study it refers to schemes which are similar to resettlement, but for varying reasons do not fully adhere to the definition of resettlement (see further Annex 1).
- ★ Due to the varying definitions, this study discusses resettlement and humanitarian admission as one except where it is possible to draw out distinctions.
- ★ While the main objectives of such schemes are similar, their main characteristics vary substantially among (Member) States on the type of scheme/programme, the existence of predefined quota and selection priorities, and methods of approach to carrying out and implementing resettlement and humanitarian admission activities.
- ★ The **UNHCR has a clear role** in identifying and interviewing candidates for resettlement, while Member States' authorities take the final decision on resettlement after **selection missions**. Dossier selection is also widely used, especially for humanitarian admission. Identification and selection involves the use of criteria for eligibility and prioritisation and exclusion or deprioritisation of candidates.

- ★ The **pre-departure phase** and transfer often involve the IOM and includes preparation to travel, medical checks and sometimes cultural orientation training or workshops. In 12 Member States, there are some specific post-arrival and integration measures or practices for resettled/admitted persons compared to other refugees.
- ★ The majority of Member States grant the **same or a similar status** to both resettled refugees and other beneficiaries of international protection. Some humanitarian admission programmes envisage return to the country of origin and initially grant stay of up to two years, though in certain circumstances such stays can be extended, and indefinite stay is ultimately possible.
- ★ Member States' **rules and approaches vary** regarding accommodation, geographical distribution and integration measures provided to the resettled/admitted individual.
- ★ Although only six Member States<sup>2</sup> have implemented formal **private sponsorship programmes or schemes**, several other Member States are interested in developing such programmes.
- ★ The players involved in implementing resettlement and humanitarian admission schemes faced several **challenges**, resulting in numerous **improvements**, and identification of **good practices**.

### *What is the number of people resettled/admitted and how is the funding used?*

The **total number of persons resettled or admitted** through (humanitarian) admission schemes for all Member States that provided statistics was over 5,400 for 2011 and 2012, over 16,100 for 2013, nearly 18,000 in 2014, 10,300 in 2015 and nearly 18,000 so far for 2016. **Annual national quota of resettled/admitted persons greatly varied among (Member) States** over the period 2011-2016, from less than hundred (BG, HU, LU) to 2,000 (AT, IT) and over 10,000 (DE, SE, NO). However, comparison across years is limited because some Member States rather use programme or scheme periods that span two calendar years.

<sup>2</sup> Including the United Kingdom, which launched its private sponsorship scheme in mid-2016, and is therefore not further elaborated on in Section 3, despite being mentioned here.

Funding for resettlement is provided under the **Migration and Integration Fund (AMIF)** through lump sums of EUR 6,000 per person or EUR 10,000 per person for persons resettled meeting certain criteria. In addition, Member State funding (excluding EU-financing) per person resettled/admitted for the quota corresponding to those years ranged from EUR 448 (FR), to EUR 725 (IT), EUR 895 (ES), EUR 995 (SE), to EUR 1,145 (IE), EUR 1,018 (FI), EUR 1,210 (LU), EUR 4,885 (PL)<sup>3</sup>, though such figures should not be compared.

*Which resettlement and humanitarian admission schemes are in place in the (Member) States?*

Due to the unprecedented increase in refugees arriving in the EU in 2014-2015, and to fulfil the commitments taken at EU level, these (Member) States started to put in place relevant legislation and operational plans to set up such schemes.

In addition, a first ever European resettlement scheme was set up in July 2015. A year later, based on the existing resettlement and humanitarian admission initiatives at EU level, the Commission proposed a regulation establishing a Union Resettlement Framework.

The **increased migration flows** were followed by several legislative and policy changes in 2015 and 2016 at national level, concerning: i. rules that apply to all beneficiaries of international protection including resettled persons (AT, BE, CZ, DE, EE, FI, HU, LV, SE), ii. Rules that focus specifically on resettled refugees (BE, EE, NO, UK) or iii. Rules and procedures for implementing resettlement programmes or schemes (BE, DE, EE, FR, IE, NO, PL, SE).

*How do the schemes in place differ?*

A total of 14 schemes in place are **national permanent programme-based schemes** in BE, CZ, DE, ES, FI, FR, HU, IE, IT, NL, SE, UK (2), NO. Another 14 are **non-programme based temporary** (or **ad-hoc**) arrangements for resettlement or humanitarian admission, in AT, BG, CZ, DE (2), EE, FR (2), LU (2), PL (2<sup>4</sup>), SK, UK. In (Member) States with permanent resettlement programmes in place, resettlement has been an **established component** of the national migration and asylum policy.

By contrast, ad-hoc temporary schemes constitute an engagement of Member States in **response to specific humanitarian crises**. The first resettlement programmes were established during the second half of the 20<sup>th</sup> century. The **number of schemes has increased** since 2010, especially since 2013 due to the deteriorating humanitarian crisis in Syria and neighbouring countries.

The **main objectives** of (Member) States' resettlement/humanitarian admission schemes include: providing protection as a durable solution; implementing international solidarity; providing safe legal migration avenues; implementing international commitments; and participating in the efforts to manage humanitarian crises.

The majority of (Member) States (BE, BG, CZ, DE, ES, FI, FR, HU, IE, IT, LU, NL, SE, UK, NO) define **annual or multi-annual quota** according to resettlement needs, reception capacity and political priorities. Total (Member) States quota for resettlement/humanitarian admissions has increased between 2011 and 2016.<sup>5</sup>

At least 16 (Member) States (AT, BE, BG, DE, EE, ES, FI, FR<sup>6</sup>, HU, IE, IT, NL, PL, SE, UK and NO) have set **geographical priorities** in resettlement or humanitarian admission for the 2011-2016 period, while three Member States (CZ, LU, SK) have no such priorities in place and decide the geographical selection of persons for resettlement on a **case-by-case basis**.

*What are characteristics of the pre-departure and departure phases of resettlement and humanitarian admission schemes?*

(Member) States use a variety of approaches for the identification of persons for resettlement. Nonetheless, the **UNHCR has a clear role** in identifying (and interviewing) persons eligible for resettlement, and also for some humanitarian admission programmes and schemes. In 16 (Member) States, the person needs to have been first **recognised as refugee by UNHCR** (AT, BE, BG, CZ, DE, ES, FI, FR, HU, IE, IT, LU, NL, SE, UK, NO). By contrast, this is not required under the humanitarian admission programmes and schemes of five Member States (CZ, DE, FR, PL, SK).

<sup>3</sup> Based on the actual number of persons transferred, not on the quota.

<sup>4</sup> This refers to 2 transfers that PL carried out in 2014 and 2015 from Ukraine.

<sup>5</sup> Such national quotas are not binding, they only indicate the target number of persons to be resettled or admitted in the Member States.

<sup>6</sup> Only for the two ad-hoc programmes. For the permanent resettlement programme decisions are made on a case-by-case basis.

Following this selection, some (Member) States (AT, BE, CZ, EE, ES, FI, HU, LU, NL, SE, NO) reassess the candidates identified by the UNHCR, while some others in principle do not (DE, FR, IT, UK). **Final decision-making** on resettlement and humanitarian admission always **lies with relevant Member State authorities**.

In order to select candidates several (Member) States (AT, DE, EE, ES, FI, HR, HU, IE, LU, NL, PL, SK, NO) use additional **criteria for prioritising**. Such additional criteria or priority criteria are typically established by the responsible national authority. These criteria often relate to the vulnerability of persons, such as: survivors of violence and/or torture, persons at risk of violence and/or torture and persons in need of medical assistance. Other priority criteria include, among others, age (elderly persons/children), single mothers, family unity and links to the Member State, and integration potential. At the same time, **national exclusion criteria or deprioritisation approaches** are also in place (AT, BE, BG, DE, FI, FR, HU, IE, LU, NL, SE, UK, NO) which, on top of those under Article 1F of the Geneva Convention, could be having a criminal record, family composition issues, and being involved in military activities.

Member States and Norway use two main methods for the selection process: **selection missions** (BE, BG, CZ, DE, EE, ES, FI, FR, HR, IE, LU, NL, SE<sup>7</sup>, SK, NO), and **dossier selections** (documentation only) (BE, CZ, DE, FI, FR, IE, LU, NL, PL, NO). Selection missions consist of interviews on site, and depend on the security situation in the countries concerned. In circumstances where missions cannot take place, Dossier selections are also used for some humanitarian admission programmes (in AT, DE, FR, PL, UK).

Once Member States accept persons for resettlement, UNHCR is informed. UNHCR will in turn inform selected candidates for resettlement. IOM is often also involved in preparations for departure, health checks and/or fit-to-travel checks prior to departure and, sometimes, cultural orientation. A leaflet or guide about the persons' rights and obligations and the resettlement process or humanitarian admission is provided in most (Member) States (AT, BE, BG, CZ, DE, EE, ES, FI, FR, IT, PL, SE, SK, UK, NO). Also, **cultural orientation training or workshops** with variable length are provided prior to departure for persons being resettled to Member States.

### *How is departure and transfer to the Member State organised?*

The final stages of the pre-departure and departure phase involve more practical steps involved in the actual transfer of the person to the (Member) State. For several Member States actual transfer and pre-departure assistance on-site is arranged by **IOM** (AT, BE, DE, ES, FI, FR, IE, IT, LU, NL, SE, UK, NO), on the basis of a bilateral agreement or contract between the Member State and the IOM. Other Member States (BG, CZ) organise departure and travel themselves but call on IOM in case of need.

### *What are characteristics of the post-arrival & integration phases?*

In most Member States, post-arrival and integration measures are the same for resettled persons as for other refugees; only a few Member States have developed **specific measures** which target resettled persons or persons admitted through humanitarian admission.

In three Member States (AT, BE, FI) measures are by law the same for all refugees. However, they differ in practice. For example, in Austria resettled refugees admitted as "UNHCR cases" received specific housing and integration support. In Belgium, the National Resettlement Programme provides specific measures for tailor-made assistance to resettled refugees. France, Germany, Ireland, Italy, the Netherlands, Poland, Sweden and the United Kingdom specifically target integration of resettled or admitted persons.

Immediate support to resettled/admitted persons upon arrival is available in many different forms, including airport pickup, provision of temporary documentation, food, lodging, clothing, medical examination and other forms of health care, and interpretation upon arrival.

### *Which status and rights are granted to resettled refugees?*

The majority of Member States (AT, BE, BG, CZ, DE, EE, ES, FI, FR, HU, IE, IT, LU, NL, SK, NO) grant the **same or a similar status** to both resettled refugees and other refugees. In the United Kingdom, the Syrian Vulnerable Persons Resettlement Scheme (VPRS) humanitarian protection permit lasts five years, while the Gateway Protection Programme (GPP) permit is indefinite. Sweden issues permanent residence permits to resettled refugees while those beneficiaries of international protection who have come to Sweden as asylum seekers only receive temporary permits.

<sup>7</sup> Sweden uses both methods of selections on a regular basis and approximately for the same number of cases.



Some humanitarian admission programmes envisage return to the country of origin and initially grant stay of up to two years, though in certain circumstances and under conditions indefinite stay is possible.

At least 18 (Member) States (AT, BE, BG, CZ, DE, EE, ES, FI, FR, HU, IT, LU, NL, PL, SE, SK, UK, NO) grant the **right to family reunification** to resettled refugees by law. Ireland does not provide an automatic right to family reunification, though in practice applications from resettlement programme refugees are dealt with on the same basis as other refugees. In most cases, the right is provided on the same basis as it is for other refugees.

In Germany the right to family reunification for persons admitted under the humanitarian admission programme for refugees from Syria is narrower in scope as compared to the right for other refugees, while in Norway it is wider.

**Geographical distribution** in accommodating resettled refugees around the country exists in at least twelve (Member) States (CZ, DE, EE, ES, FI, IE, NL, PL, SE, SK, UK, NO). On the contrary, seven Member States (AT, BE, BG, FR, HU, IT, LU) do not have any form of geographical distribution.

Types of **accommodation** available to resettled refugees and refugees admitted under humanitarian programmes and schemes vary: reception centres, social/council housing, hotels and private housing are the most used arrangements. Reception centres are mostly used as temporary, initial solutions and not used as long-term accommodation. Long-term housing is usually social, council or private housing.

In some Member States (AT, BE, DE, ES, FI, IT, SE, SK, UK) resettled refugees are discouraged from **moving elsewhere** (within or outside the country), as this could under some circumstances lead to losing certain rights, services and/or benefits under the admission schemes. In all Member States intra-EU movement with the purpose of travelling was subject to a number of conditions, such as: having received a **status of international protection**, having a **residence document** and **travel documents**. Travelling is generally permitted for up to 90 days.

Integration measures (long-term support) are available to persons admitted under resettlement and/or humanitarian admission in all Member States and Norway. The types of measures vary across Member States, but can be summarised as follows:

- ★ **Weekly/monthly allowance**, whose duration and characteristics varies across Member States, from six-eight months (PL), to two to four years (HU, SK, NO) to indefinite duration as long as eligible (AT, BE, DE, EE, FI, IE, NL, SE);
- ★ **In-kind support** (food, clothing, furniture and household appliances, transportation, medical care, school supplies).
- ★ **Educational support**, including: language courses, counselling, education, vocational orientation.
- ★ **Social support** from IOM and/or NGOs (e.g., assistance in entering labour market, housing advice, legal support).
- ★ Access to **healthcare and specialised services**, such as services for survivors of violence and victims of torture, women or girls at risk, children at risk, refugees with disabilities, elderly.
- ★ **Interpreters** for reception and orientation sessions, although for a limited period.

In 16 (Member) States (AT, BE, BG, CZ, DE, EE, ES, FI, HU, IE, IT, NL, PL, SE, SK, UK, NO) resettled refugees, as well as persons admitted through humanitarian admission, receive **information and/or cultural orientation sessions**. In six Member States (AT, BE, FR, LU, NL, PL) sessions are provided with a focus on the provision of useful information and integration measures, taking the form of courses, workshops and sessions, accompanied by brochures and leaflets. In ten (Member) States (AT, CZ, DE, EE, FR, LU, PL, SK, UK, NO) geography, history, culture and introduction to political system are subjects included in the cultural orientation sessions. The provision of such courses are usually the responsibility of reception centres, social workers, IOM, employment offices, NGOs and civil society organisations, church organisations, municipalities and/or intercultural mediators. Finally, the receiving community is also prepared in all Member States except Austria, and Italy. The preparation of the receiving community takes place at different levels: citizens, NGO's and local authorities.

#### *What are the main aspects of private sponsorship programmes?*

Private sponsorship foresees the **active participation** of private citizens, groups, organisations or other entities who introduce and support the application of the potential beneficiary.

Private sponsors may assume responsibility for providing financial, social and emotional support to a resettled person or family, for a predetermined period of time (usually one year or even longer) or until the person or family becomes self-sufficient.

The reasons provided as to why Member States set up private sponsorship programmes or schemes show wide variation, but have often followed from the humanitarian crisis in Syria and/or other conflict situations in the Middle East.

**Eligibility criteria** for the selection of beneficiaries of private sponsorship differ in all Member States. Three Member States (DE, IE, IT) had vulnerability as a key criterion, whereas for Poland and Slovakia, persons to be resettled through private sponsorship were selected by the sponsors on the basis of persecution for religious reasons.

**Different statuses** are granted to the sponsored resettled person or family. In Germany, the refugee receives a residence permit for up to two years, with the possibility of extension. The admitted person is allowed to work immediately. In Ireland, beneficiaries received a stamp specific to the humanitarian admission programme, allowing them to work, establish a business or invest in the State. Italy provides resettled persons with a visa on humanitarian grounds, while in Poland they receive refugee status, and in Slovakia asylum on humanitarian grounds after an initial national visa.

In these five Member States the **majority of costs** related to the resettlement of a migrant through private sponsorship **is covered by the sponsor** individual or organisation and include: visa fees, travel costs, medical costs, housing and household. In Germany, medical costs were, at a later stage in the programme, excluded from the obligations by the sponsors in most participating federal Länder because of the high costs involved.

**Private sponsorship programmes** are or were in place in six Member States (DE, IE, IT, PL, SK, UK<sup>8</sup>), while France reported to be interested in developing private sponsorship programmes.

*Have (Member) States reported evaluations, challenges, and lessons learnt?*

The main reported sources of information on challenges and good practices were **reports on programme implementation** within the framework of evaluations of EU funds.

In some cases evaluations took place through **surveys distributed to the beneficiaries** of resettlement/humanitarian admission schemes, or **reports** prepared by the organisations involved.

**Challenges** faced by actors of resettlement/humanitarian admission schemes in the **pre-departure and departure phases** included:

- ★ Complexity and length of the selection procedure;
- ★ Logistical challenges in third countries;
- ★ Meeting specific needs of target group;
- ★ Lack of or limited pre-departure information and orientation;
- ★ Unrealistic expectations of beneficiaries compared to the conditions after arrival;
- ★ Challenge of coordinating numerous stakeholders in pre-departure and post-arrival phases;
- ★ Difficulty receiving information on potential beneficiaries;
- ★ Lack of travel documents and problems obtaining these;
- ★ Security in the country of residence;
- ★ Limited possibility for obtaining biometric data (fingerprints, photo etc.) of resettled refugees.

Member States and Norway also reported a number of challenges in the **post-arrival and integration phase**:

- ★ Securing housing for resettled individuals;
- ★ Language learning;
- ★ Time constraints and contingencies of resettlement operations, especially for short-term arrivals;
- ★ Difficulties in ensuring the availability of support services and appropriate staff for vulnerable groups;
- ★ Finding employment and receiving appropriate remuneration;
- ★ Administrative delays in issuing a residence permit.

The following **lessons learnt** were highlighted, as positive/effective in implementing resettlement or humanitarian admission programmes or schemes:

- ★ Smooth pre-departure and post-arrival collaboration and communication among the different stakeholders, was widely reported as a decisive factor for successful integration, while also saving resources;

<sup>8</sup> Including the United Kingdom, which launched its private sponsorship scheme in mid-2016, and is

therefore not further elaborated on in Section 3, despite being mentioned here.



- ★ Adequate information and cultural orientation at pre-departure stage to prepare candidates for transfer and manage expectations;
- ★ Selection missions conducted in countries of first asylum help to anticipate arrivals and to quickly grant persons international protection upon arrival;
- ★ Early medical assessment to better prepare for the departure and communicate the relevant information and needs to the actors providing integration services after arrival;
- ★ Direct access to housing may promote independence and the rapid integration of resettled persons;
- ★ Peer support from other refugees in the same ethnic or national group;
- ★ Social involvement of volunteers;
- ★ Engaging local communities/churches in the integration process.

# 1 Introduction

## 1.1 AIMS AND RATIONALE FOR THE STUDY

This EMN study offers a comprehensive overview of policies and practices on the functioning of resettlement, humanitarian admission programmes and schemes, as well as private sponsorship programmes for refugees in the EU Member States and Norway. The study helps identify difficulties and success factors for resettlement and humanitarian admission programmes. It provides insights to assist policy-makers in further elaborating and developing national programmes and joint European initiatives, also with a view to contributing to the handling of possible future refugee crises and humanitarian emergencies.

According to UNHCR, in 2015, the number of refugees, asylum-seekers and internally displaced people worldwide, for the first time in the post-World War II era, exceeded 65 million people.<sup>9</sup> This development was driven mainly by the war in Syria, which at the end of 2015 had displaced millions of people. Major new displacements were also taking place in Africa – due to continued wars and failure to resolve or prevent conflict.

While most refugees have fled to neighbouring or other countries in their regions of origin, migration and refugee flows to Europe have also increased significantly, with hundreds of thousands of refugees arriving in the EU Member States and Norway to apply for international protection, especially since the summer of 2015.<sup>10</sup> Most of them entered the EU without registering, often via Greece or Italy, and then transited through a number of countries, both EU-Member States and non-members, hoping to reach Western and Central Europe or the Nordic countries. Under these exceptional migratory pressures, the border and mobility rules of the Schengen area and the Dublin regulation came under significant pressure, and for many refugees, the journey to Europe meant extreme uncertainty, risks and dangers. It also became obvious that many EU Member States were reluctant to accept significant numbers.

While EU Member States and Norway are searching for adequate responses to the challenges created by increasing migratory pressures, several ideas and concepts to resolve, or at least alleviate, the resulting problems have been discussed, such as better controls at the external borders of the Schengen area, a tougher approach combating trafficking and smuggling of human beings, the implementation of a relocation scheme to distribute asylum applicants within the EU, assisting neighbouring states of conflict countries, as well as addressing the root causes of irregular migration by contributing to development and peace in affected countries in Africa, the Middle East, and Asia. Last but not least, the need for opening up, or expanding existing legal avenues or pathways to protection in the EU has also been discussed.<sup>11</sup> Resettlement is one of the key elements of such legal avenues and one (of three) main long-term solutions for refugees alongside return (the preferred solution) and local integration in the country of first refuge. Resettlement refers to the transfer of refugees from the country of first refuge to a country willing to admit them (see Annex 1 for “Glossary of terms”).

The goal of resettlement is to offer a long-term solution for those fleeing conflict and to support first countries of asylum in their efforts to deal with displacement and the pressure this places on their country’s infrastructure, resources and citizens.<sup>12</sup>

With momentum growing in favour of resettlement programmes, there is a growing need for knowledge-sharing and support between “old”, “new” and “emerging” resettlement countries. Some (Member) States have had resettlement schemes for decades, others have recently started them, and some are considering setting them up.

<sup>9</sup>See: <http://www.unhcr.org/news/latest/2016/6/5763b65a4/global-forced-displacement-hits-record-high.html>

<sup>10</sup> See Eurostat: <http://ec.europa.eu/eurostat/documents/2995521/7203832/3-04032016-AP-EN.pdf/790eba01-381c-4163-bcd2-a54959b99ed6>

<sup>11</sup> For the declaration of the European Commission, see: [http://europa.eu/rapid/press-release\\_IP-16-2434\\_en.htm](http://europa.eu/rapid/press-release_IP-16-2434_en.htm)

<sup>12</sup> See: <http://www.unhcr.org/resettlement.html>

While there are already comprehensive projects for developing practical cooperation between (Member) States<sup>13</sup>, new initiatives<sup>14</sup>, and a certain amount of information on national resettlement or humanitarian admission programmes is available, there remains a need for improving knowledge and awareness of practical problems and key success factors for creating resettlement and/or humanitarian admission programmes and schemes that are well designed, successfully implemented and able to produce positive results for the affected communities.

In particular, the Study shows an increase in programmes in response to the Syrian situation, a development that has been supported by the response of the European Commission. By looking into challenges faced by (Member) States that have resettlement or humanitarian admission programmes or schemes in place, and understanding the reasons of other Member States for not (yet) implementing such programmes or schemes, this study identifies relevant common measures that may serve to increase resettlement capacities in Europe and improve its sustainability in times of high migratory pressures.

## 1.2 STUDY SCOPE

In the EU context, resettlement is the transfer of a third country national or stateless person, on request from UNHCR and based on the need for international protection, from a third country to a Member State where they are permitted to reside with refugee status or a similar status. Humanitarian admission is not defined. However, in the context of this study it refers to schemes which are similar to resettlement, but for varying reasons do not fully adhere to the definition of resettlement. For example, humanitarian admission may be temporary in nature. Due to the varying definitions of humanitarian admission and due to the lack of understanding on the differences between resettlement and humanitarian admission generally, this study does not distinguish between the two. Resettlement and humanitarian admission are discussed as one except where it is possible to draw out distinctions.

This study examined the policies and practices developed by the EU Member States and Norway on resettlement and humanitarian admission of third-country nationals for the period 2011 to 2015, and cover developments and data up to mid-2016 where available. Private sponsorship programmes are also covered in this study though are less common in the EU than resettlement and/or humanitarian admission programmes or schemes. Not addressed in this study are intra-EU relocation measures<sup>15</sup> and other regular admission channels (e.g. for persons migrating for employment, study or family reunification purposes). For Member States without resettlement or humanitarian admission programmes or schemes, the study sets out the main distinctive features of the approaches taken in countries where programmes exist, also in view of agreements as part of considering the agreements made as part of the EU Resettlement Programme set up under AMIF, and the European resettlement scheme of July 2015. The agreements following the EU-Turkey Statement of 18 March 2016 are not included in the scope of the study.<sup>16</sup>

The study discusses the national political contexts for contemporary policies on resettlement and humanitarian admission in EU Member States and Norway, including relevant debates and the views of key stakeholders, as well as key statistics.

It highlights methods and criteria used for selecting persons to be resettled, and activities undertaken prior to departure to the resettlement country of the person or family. Post-arrival integration efforts, including cultural orientation, for resettled persons are examined especially when they differ from integration measures for other migrants or persons granted protection following an application on the country's territory.

Finally, the study presents and discusses the findings of any evaluations of resettlement programmes; it identifies best practices, looks into relevant public debates in the Member States, and examines any ambitions and plans regarding new or existing resettlement schemes among EU Member States and Norway for the coming years.

<sup>13</sup> See [www.resettlement.eu](http://www.resettlement.eu) and SHARE publications, including toolkits and studies on the role of volunteers, a good practice guide for housing, and coordination and networks at local and regional level.

<sup>14</sup> Such as EU-FRANK, see: [http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/proposal-](http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/proposal-implementation-package/docs/20160316/first_report_on_relocation_and_resettlement_en.pdf)

[implementation-package/docs/20160316/first\\_report\\_on\\_relocation\\_and\\_resettlement\\_en.pdf](http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/european-agenda-migration/proposal-implementation-package/docs/20160316/first_report_on_relocation_and_resettlement_en.pdf) (page 19).

<sup>15</sup> i.e. programmes designed to reallocate asylum applicants between the Member States of the EU.

<sup>16</sup> Due to its implementation being too recent at the time of drafting the national reports.

### 1.3 STRUCTURE OF THE REPORT

The remainder of **Section 1** sets out the background and context, and provides relevant statistics and funding data on resettlement and humanitarian admission.

**Section 2** of this report provides an overview of the national resettlement and humanitarian admission programmes in Member States, including their objectives and key characteristics.

**Section 3** examines private sponsorship programmes. **Section 4** presents an overview of the challenges, good practices and lessons learnt from the experiences of Member States and Norway with resettlement and humanitarian admission programmes. **Section 5** draws conclusions from the analysis of national contributions.

A Glossary of terms is provided in **Annex 1**. **Annex 2** provides several tables for further mapping of the resettlement and humanitarian admission programmes in Member States.

### 1.4 BACKGROUND AND CONTEXT

Following the 1999 Tampere Summit that led to agreement on the Common European Asylum System (CEAS), in 2003 a Commission communication highlighted resettlement as a way for ensuring 'orderly and managed arrival', culminating in the Council asking the Commission in January 2005 to put in place a resettlement programme. The ensuing action plan for regional protection programmes highlighted voluntary resettlement commitments. The proposal for an EU-wide Resettlement programme tabled in September 2009 set out more specific aims, and after long negotiations the Commission proposal was adopted in March 2013 by establishing common resettlement priorities for 2013 and allocating funding by amending the Decision on the European Refugee Fund. This provided the basis for future financial envelopes and designating specific priorities under the current Asylum, Migration and Integration Fund (AMIF) Regulation for the 2014-2020 period.

Member States mostly set their priorities for resettlement at national level and EU action aims at maximising the strategic impact of resettlement through a better targeting of those persons in greatest need of resettlement, through formulating common priorities, and providing EU financial support for persons who have been resettled, as well as for Member States resettling for the first time.

The European Agenda on Migration from May 2015 reiterated the European Commission's commitment to contribute to helping displaced persons in clear need of international protection by providing safe and legal avenues of immigration. The Commission Recommendation for a European Resettlement Scheme in June 2015 established a target of resettling 20,000 people in need of protection, over a period of two years. This was followed by the Conclusions of Member States meeting within the Council of 20 July 2015, reaching an agreement on a scheme to resettle, through multilateral and national schemes, 22,504 people in need of protection (European Resettlement scheme). A key role of the UNHCR and substantial contributions by IOM were recognised in the Conclusions as well as the importance of the supporting role to be played by EASO in the implementation of the scheme.

Later, at the EU-Africa summit on Migration in November 2015 in Malta participating states declared that "access to regular mechanisms for protection, such as resettlement, should be reinforced".

In December 2015, the European Commission presented a recommendation for a voluntary humanitarian admission scheme with Turkey for persons displaced by the conflict in Syria<sup>17</sup>. As of April 2016, following the EU-Turkey statement of 18 March, a 'one-to-one' mechanism has been in place, whereby for each Syrian national returned to Turkey from Greece, another Syrian national would be resettled to the EU.<sup>18</sup>

An amendment to the AMIF fund in May 2015 ensured the earmarking of an additional EUR 25 million for the implementation of the European Resettlement Scheme.

<sup>17</sup> Specifically those in need of international protection and who were registered by the Turkish authorities before 29 November 2015

<sup>18</sup> EU-Turkey Statement, 18 March 2016, available at <http://www.consilium.europa.eu/en/press/press-releases/2016/03/18-eu-turkey-statement/>

Building on the experience with ongoing resettlement initiatives the Commission in July 2016 presented a legislative proposal to frame the EU's policy on resettlement<sup>19</sup> and allow for a collective and more coordinated approach to safe and legal arrival in the EU for persons in need of protection.

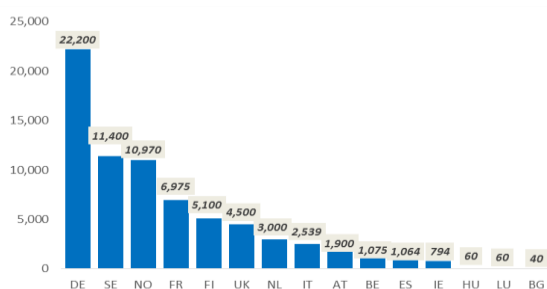
### 1.5 RELEVANT STATISTICS ON RESETTLEMENT AND HUMANITARIAN ADMISSION

Statistics on **resettlement and humanitarian admission** have been provided in the national reports by 16 Member States for the period 2011-2016. However, disaggregated statistics on persons resettled or admitted through humanitarian admission programmes by sex, age and nationality are not **systematically available**. A breakdown by sex is available in **Austria, Belgium and Finland**, a breakdown by age (**Austria**), and a breakdown by country of first refuge by some Member States (**AT, BE, FI, IE, SE**). To the extent possible, comparative information is provided below.

Figure 1 provides an overview of Member State quotas for the period 2011-2016, as reported. Not necessarily all Member States have resettled in all years in this period and figures below are a cumulative total of the period 2011-2016.

The total was over 5,400 persons in 2011 and 2012, over 16,100 in 2013, nearly 18,000 in 2014, 10,300 in 2015<sup>20</sup> and nearly 18,000 for 2016. It must be noted, however, that figures cannot generally be compared across years because quota<sup>21</sup> in some Member States do not strictly stick to calendar years, but rather programme or scheme periods that span over two years.

*Figure 1 Member State quotas for resettlement and/or humanitarian admission for the period 2011-2016.*



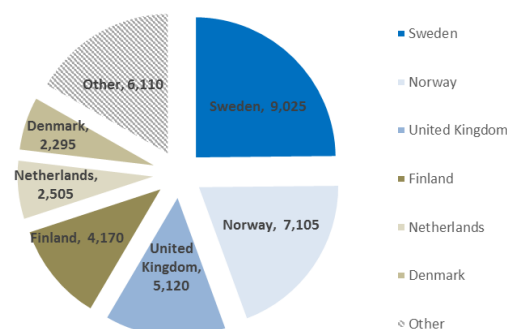
Source: Member States' National reports

Note: No 2016 data for ES, HU

Statistics for SE and FI includes emergency quota. The figure for LU is the upper estimate, with the lower estimate being 45. Figure for FR is an estimate. The pledge for its permanent programme refers to the number of applications to be processed. One application can concern several persons and/or can be rejected. On the contrary, the pledges for the two ad hoc programmes indicate the number of persons to be resettled. Statistics for UK only includes Gateway Protection Programme (GPP) quota, not Syrian Resettlement Programme as there is not an annual quota for this scheme. For Poland no quotas apply.

When looking at the actual number of persons resettled according to Eurostat figures, between 2008 and 2015 56,680 persons were resettled, or over 36,000 since 2011. Between 2011 and 2015, Sweden and Norway accounted for nearly 45% of all persons resettled, and six countries (SE, NO, UK, FI, NL, DK<sup>22</sup>) for 83%, as is shown in Figure 2. It should be noted, however, that countries carrying out significant humanitarian admission activities (such as Germany) are therefore underrepresented in Eurostat figures, as they are not counted as resettlement.

*Figure 2 Persons resettled by top six Member States in resettlement, for the period 2011-2015.*



Source: Eurostat, elaboration EMN Service Provider

Note: Statistics under 'Other' include EU Member States, as well as Iceland, Switzerland and Liechtenstein.

At the same time, the share of women among resettled persons was 51%. In regards to age categories, over three quarters of persons resettled were under the age of 35 at the time of resettlement, with nearly half minors (under 18). Age-wise differences between Member States were, however, surprisingly small (despite different priorities used for selection, see Section 2.3).

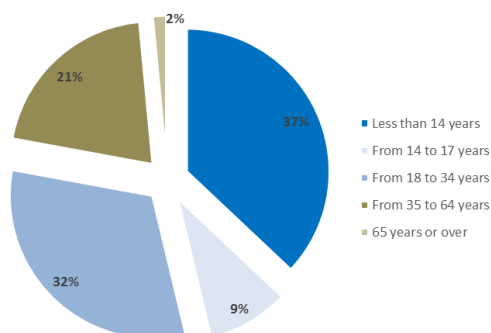
<sup>19</sup> Proposal for a Regulation establishing a Union Resettlement framework COM(2016) 468 final.

<sup>20</sup> The total quota for 2015 is only lower than 2014 due to the fact that Germany's quota of 10,000 for the HAP Syria for 2014, was not repeated in 2015.

<sup>21</sup> France uses the term "pledge" and not "quota" to indicate the estimate of persons expected to be admitted under the different programmes.

<sup>22</sup> Not part of the Study but for providing a comprehensive background it has been included in the statistics.

*Figure 3 Persons resettled by age group, for the period 2011-2015.*

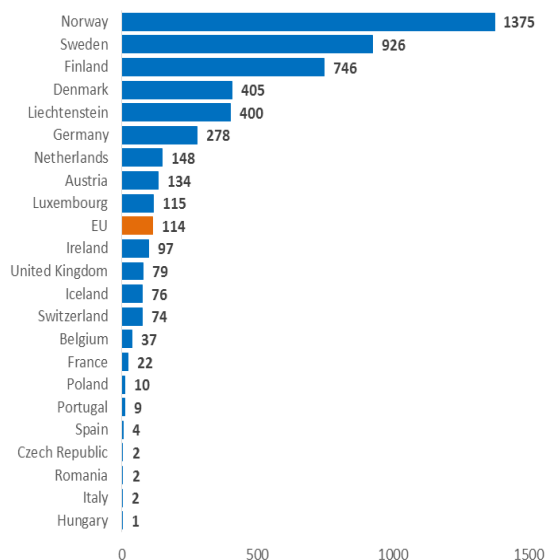


Source: Eurostat, elaboration EMN Service Provider

Note: Statistics are given for EU Member States, as well as Iceland, Norway, Switzerland and Liechtenstein.

When compared to the Member State's population, very large differences arise. When considering all persons resettled or admitted under humanitarian admission as a share per 1 million inhabitants, the largest share of persons are resettled by Norway, followed by Sweden and Finland. Interestingly, four out of twelve countries carrying out most resettlement as a share of their population are the three EEA countries (Iceland, Liechtenstein and Norway) and Switzerland.

*Figure 4 Persons resettled or admitted under humanitarian admission by per 1 million inhabitants, for the period 2011-2015.*

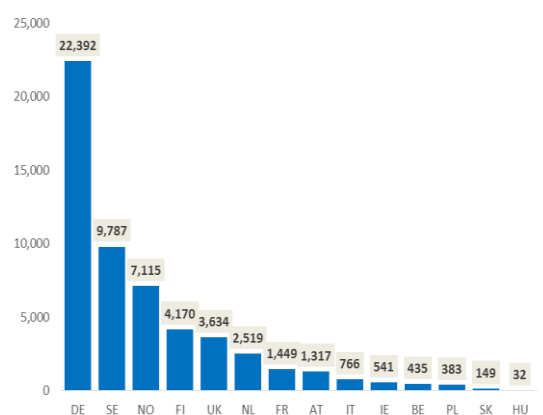


Source: Eurostat and Member State reports, elaboration EMN Service Provider

Note: Statistics includes EU Member States, as well as Iceland, Norway, Switzerland and Liechtenstein.

Figures on persons resettled or admitted through (humanitarian) admission programmes and schemes from National Reports for this Study are slightly different from Eurostat figures. Furthermore, for some programmes and schemes in Member States no quotas are set, with the result that the actual number of admitted persons also varies from the total number of all quotas combined (see figure 5). Figure 5 provides an overview of the actual number of persons resettled based on the quotas for the years 2011-2015.

*Figure 5 Actual number of persons resettled or admitted under humanitarian admission for the period corresponding to the quotas for the years 2011-2015.*



Note: Statistics included all programmes and schemes, both resettlement, humanitarian admission and other. Decisions made in 2015 can lead to effective arrivals in 2016

No data for ES. UK figures only include Gateway Protection Programme. No quotas apply for Poland.

To put resettlement into a wider context, in 2015 alone EU Member States and Norway issued over 10.6 million residence permits valid for over 12 months for the purpose of education, family and remuneration, and EU Member States had over 7.7 million third-country national long-term residents. Moreover, in the period 2011-2015 EU Member States and Norway made 759,000 positive first instance decisions on asylum applications.<sup>23</sup> By comparison, nearly 36,000 persons were resettled between 2011 and 2015, or nearly 68,000 persons if humanitarian admission over that period is included.

When adding figures for private sponsorship (see also section 3.1), the total remains below 100,000, or less than 1/9<sup>th</sup> of persons that enter via an asylum procedure.

<sup>23</sup> Based on Eurostat sources migr\_reslong, migr\_resvalid and migr\_asydcfsta.



Despite the difficulty of comparing them, these different figures highlight that resettlement is still relatively small in magnitude and that a few Member States are responsible for most of the persons resettled or admitted on humanitarian grounds, in spite of the growth in recent years of pledges and quotas.

In March 2016 the Commission started publishing monthly Relocation and Resettlement reports<sup>24</sup>, summarising the challenges identified and lessons learned in the implementation of the European resettlement and relocation schemes, proposing further action to improve the implementation rate. As part of the reporting, the Commission also publishes monthly updates on the implementation of the European resettlement scheme of July 2015, including the resettlement efforts under the 1:1 mechanism, implementing the EU-Turkey Statement of March 2016.<sup>25</sup>

## FUNDING AND EXPENSES

Funding for resettlement and humanitarian admission is difficult to compare and information should be considered as indicative, and read in conjunction with the relevant footnotes. At EU level, lump sums of EUR 6,000 and EUR 10,000 per resettled person meeting certain criteria<sup>26</sup> have been allocated to resettling Member States through the AMIF fund as of 2014, and the European Refugee Fund before 2014.

In addition, Member State funding (excluding EU-financing) per person resettled for the quota corresponding to those years were derived as being approximately EUR 448 (**FR**<sup>27</sup>), EUR 895 (**ES**<sup>28</sup>), EUR 995 (**SE**<sup>29</sup>), EUR 1,067 (**DE**<sup>30</sup>), EUR 1,018 (**FI**<sup>31</sup>), to EUR 1,145 (**IE**<sup>32</sup>), EUR 1,210 (**LU**<sup>33</sup>), EUR 4,885 (**PL**)<sup>34</sup>. **Italy** matches national

funding to AMIF-funding (ranging from EUR 6,000 to EUR 10,000 per person resettled).

**Norway** reported that a municipality receives nearly EUR 83,000 per person in total to cover extra expenses over a period of five years (for 2016), up from EUR 70,500 in 2011, or EUR 16,600 and EUR 14,100 per year respectively. In **Sweden**, municipalities receive funding of around EUR 21,000 per resettled person as a one-off payment.<sup>35</sup> The use of IOM services amount to roughly EUR 750 per resettled person.<sup>36</sup> In **Finland**, annual reimbursement from the State to municipalities for a person over 7 years old is EUR 2,300 and EUR 6,845 for under 7 year olds. The reimbursement period is four years for resettled refugees and three years for other beneficiaries of international protection. Reimbursement covers the person's basic needs, guidance and advice provided and the arrangement of other integration-supporting activities. Municipalities are compensated from the government budget for certain incurred special expenses, including additional costs of social welfare and healthcare, interpreting services, and additional social assistance.

The VPRS programme in the **United Kingdom** foresees funding for the programme of approximately EUR 535 million or EUR 13,275<sup>37</sup> per person for the first twelve months and for the second to fifth year, tapering from EUR 6,000 in the second year to EUR 1,200 for the fifth year.<sup>38</sup>

In **Poland**, the assistance provided to people transferred from Ukraine in 2014-15 were funded through a 'special purpose reserve' under the budget of the Prime Minister's Chancellery.

<sup>24</sup> See relevant [website](#).

<sup>25</sup> See [press release](#).

<sup>26</sup> Criteria: Persons from a country or region designated for the implementation of a Regional Protection Programme (Annex III of AMIF lists common Union resettlement priorities); Women and children at risk; Unaccompanied minors; Persons having medical needs that can be addressed only through resettlement; Persons in need of emergency resettlement or urgent resettlement for legal or physical protection needs, including victims of violence or torture.

<sup>27</sup> Based on a total of 649,658 euros national funding per 1,450 annual places for 2011-2015.

<sup>28</sup> Includes missions, medical certificates, and transfers. Based on EUR 950,808 for the period 2011-2015 for 1,064 resettlement places.

<sup>29</sup> It includes selection Missions, cultural orientation programs, travel for selection mission staff and transfer of refugees to Sweden. Based on EUR 7,564,956 for 7,600 places over the years 2013-2016.

<sup>30</sup> EUR 23,683,000 for the years 2013-2015 2016 (resettlement and HAP Syria) for 22,200 places. It includes costs for the admission procedure, transport, necessary medical care until the arrival in the host municipalities as well as the two-week initial reception.

Further responsibilities concerning assistance, care, accommodation etc. are regulated by law and usually borne by the admitting federal Länder and host municipalities in the federal Länder.

<sup>31</sup> The sum includes state funding for travel arrangements of quota refugees.

<sup>32</sup> Includes selection missions, pre-departure measures and information and assistance on arrival. Based on EUR 908,987 and 794 places for the period 2011-2015.

<sup>33</sup> EUR 25,240 (25% of EUR 100,960) and EUR 47,500 (25% of EUR 190,000), covering resettlement activities and after and before arrival.

<sup>34</sup> Refers to the cost per person actually transferred, not to quota.

<sup>35</sup> SEK 198,900 or ~ EUR 21,020 as of August 2016.

<sup>36</sup> SEK 13,000,000 to SEK 14,000,000 for 1,900 resettlement places. Figure per refugee ranges from EUR 724 to EUR 779, rounded off average of EUR 752.

<sup>37</sup> Based on GBP 11,120, conversion as of 5 September 2016.

<sup>38</sup> Based on GBP 5,000 and GBP 1,000, conversion as of 5 September 2016.

Over EUR 1.87 million<sup>39</sup> was allocated to Caritas for assistance provided to the 383 persons transferred. The costs of almost all activities until the arrival (e.g., transportation, temporary documents) were covered under the budgets of specific authorities.<sup>40</sup>

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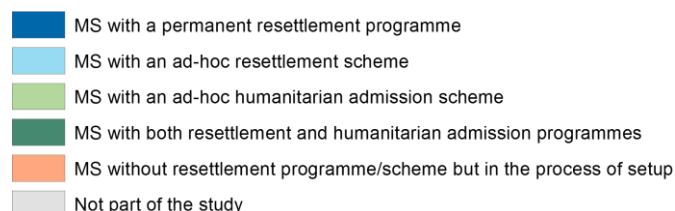
<sup>39</sup> More than 8 million PLN.

<sup>40</sup> Such as the Ministry of Defence, the Ministry of Foreign Affairs and the Ministry of the Interior and Administration.

## 2 Resettlement and humanitarian admission in EU Member States

As of June 2016, 18 Member States and Norway had in place resettlement or humanitarian admission programmes or schemes, or have had them in the past (**AT**<sup>41</sup>, **BE**, **BG**<sup>42</sup>, **CZ**, **DE**<sup>43</sup>, **EE**, **ES**<sup>44</sup>, **FI**, **FR**<sup>45</sup>, **HU**, **IE**<sup>46</sup>, **IT**, **LU**, **NL**, **PL**<sup>47</sup>, **SE**, **SK**, **UK**<sup>48</sup>, **NO**). The existence or not of various permanent and ad-hoc resettlement and (humanitarian) admission programmes and schemes are presented in Figure 6. In addition to its humanitarian admission programme, Poland is currently in the process of setting up its resettlement programme.

*Figure 6 Overview of permanent and ad-hoc resettlement and (humanitarian) admission programmes and schemes*



More recently, with the significant increase in the numbers of refugees, asylum seekers and economic migrants trying to reach the EU, some (Member) States have increased efforts to provide legal avenues for refugees in need of international protection, especially through resettlement.

Increased migration flows were followed by several legislative and policy changes in 2015 and 2016 at Member State level.

The legislative and policy changes mainly concerned i. rules or practices that apply to all beneficiaries of international protection including resettled persons (**AT**, **BE**, **CZ**, **DE**, **FI**, **HU**, **LV**, **SE**), ii. rules or practices that focus specifically on resettled refugees (**AT**, **BE**, **NO**, **UK**) or iii. rules or practices and procedures for implementing resettlement programmes or schemes (**BE**, **DE**, **IE**, **NO**, **PL**, **SE**).

- ★ i. **Sweden** introduced in 2016 an obligation on municipalities to receive and support new arrivals, including resettled refugees, which previously was voluntary. In **Finland** a new legislative amendment has come into force in July 2016, according to which the requirement to have sufficient means of subsistence was extended to apply to family members of beneficiaries of international protection.<sup>49</sup> Since 2014, **France** has implemented two ad-hoc programmes in addition to the permanent one, existing since 2008. Besides, a new scheme has been designed to cope with the increasing pledges for resettlement. As of 8<sup>th</sup> July 2016, the Immigration Office in **Belgium** will have 9 months to take a decision for an application for family reunification, including those of resettled people (previously 6 months).

<sup>41</sup> Refers to three ad-hoc humanitarian admission programmes: HAP I, HAP II (both finished) and HAP III (current).

<sup>42</sup> The Bulgarian National Mechanism defines three pledges for 3 periods of time only – the first one in 2016, the second – in 2017 and the last third one for resettlement of 20 persons – after 31 December 2017.

<sup>43</sup> Refers to a national resettlement programme, three humanitarian admission programmes for Syria (HAP Syria, all finished) and an ad-hoc admission for Afghan Local Staff (ongoing).

<sup>44</sup> Refers to resettlement.

<sup>45</sup> Refers to the three schemes.

<sup>46</sup> Refers to resettlement.

<sup>47</sup> Refers to 2 humanitarian admission schemes. The national resettlement programme is currently being set-up.

<sup>48</sup> Refers to 2 resettlement programmes.

<sup>49</sup> Family members of sponsors granted refugee status will still be exempted from the income requirement, provided that they apply for family reunification within 3 months of the decision concerning the sponsor's own residence permit.

Moreover, refugees will no longer receive a residence permit of unlimited duration but a temporary residence permit with a validity of 5 years. After 5 years, the refugee will receive a residence permit of unlimited duration, provided the refugee status has not been withdrawn. In September 2015, the **United Kingdom** announced the expansion of the UK VPRS to resettle 20,000 refugees by 2020.

- ★ ii. In November 2014 – following political agreement – **Belgium** doubled its resettlement quota for 2015 (amounting thus to 300) in response to the Syrian crisis,<sup>50</sup> and decided to resettle 1,100 refugees during 2016-2017. Similarly, **Hungary** doubled its resettlement quota for the period 2014-2015 (amounting to 40 places in total reserved to Syrian nationals)<sup>51</sup> while it increased fivefold in **Spain** for 2015 compared to 2014 (rising from 130 to 724).

In **Norway**, Parliament asked the government to considerably increase the resettlement quota, resulting in the decision by the Norwegian government to resettle 8,000 Syrian refugees over the period 2015-2017.

- ★ The **Irish** government established a new programme, the 'Irish Refugee Protection Programme' (IRPP) and specific quota were established for resettled refugees from Lebanon (520) (see also Section 3). **Italy** launched its resettlement programme in 2015 and by June 2016 UNHCR identified 500 vulnerable persons, to be transferred from Lebanon and Sudan. Due to the high influx of persons in need of international protection, some Member States introduced procedural changes specifically concerning resettled persons. In **Sweden** and **Norway**, resettled refugees were exempted from more restrictive changes adopted in legislation implemented for refugees (e.g. on the length of the residence permit or the right to family reunification).

- ★ iii. **Belgium** made several changes in 2016, among which shortening the duration of stay in initial reception centres. Other changes to the reception model were put in place, partly due to increased migratory pressures, the lack of voluntary offers for housing by the municipalities and the need to fill reception places in the local reception facilities, and partly to reduce the differences in reception between regular and resettled refugees<sup>52</sup>. **Norway** added as a prioritisation criteria the educational and professional credentials of prospective refugees in order to maximise integration potential<sup>53</sup>. In 2015, **Germany** created an independent legal basis for the admission of resettled refugees. In several respects the resettled refugees received the same status as beneficiaries of international protection.

In **Poland**, amendments in November 2015 to regulations on resettlement ensured faster and more flexible procedures, due to – amongst other measures – removing the obligation to grant refugee status or subsidiary protection to resettled third-country nationals, and the obligation to organize a selection mission in the host country. However, in June 2016, an amendment to the resettlement regulation entered into force in view of enhancing national security, slowing down some resettlement procedures, also to carry out security assessments.<sup>54</sup>

Regarding the implementation of the EU resettlement scheme and 'one-to-one' scheme with Turkey, **Sweden** reserved specific quota, within its resettlement quota, to refugees resettled from Turkey (700) and to Syrian refugees (300). **Finland** and **Germany** dedicated its entire 2016 quota to Syrian refugees, predominantly from Turkey.

Other Member States with no previous experience in resettlement and humanitarian admission (**CY, EE, HR, MT, LT, LV**) introduced some legislative changes in the 2015-2016 period in order to implement the resettlement commitments made at EU level.

## NATIONAL DEBATES

The growing influx of refugees, asylum applicants and economic migrants to the European Union in recent years has sparked EU-wide debate. Resettlement is often less discussed and even less contentious than the wider influx of refugees.

<sup>50</sup> This was a political decision, not a legislative change.

<sup>51</sup> Hungary has not set the quota yet for the period 2016-2016.

<sup>52</sup> So-called Local Reception Initiatives.

<sup>53</sup> However, this criteria will not be used in case of families with children, and one should note that Norway's quota for resettlement is in practice almost exclusively filled by families.

<sup>54</sup> Extended from 7 to 45 days.

Seven (Member) States (**AT, BE, BG, DE, NL, SE, NO**) reportedly discussed resettlement only marginally, while it was not discussed in four Member States (**CY, CZ, LU, SK**). Among the eleven (Member) States (**BE, EE, ES, FI, FR, IE, NL, PL, SE, UK, NO**), in which there is debate on resettlement the following issues were most frequently discussed:

- ★ **National quotas**, in particular whether the national quota adequately responded to the increased demand for international protection (**BE, IE, NL, SE, NO**);
- ★ The **EU response to the need for international protection**, in particular on the legitimacy of the Turkey-EU agreement (**BE, FR, NL**), the harmonization of resettlement schemes across EU Member States (**BE, NL**), and the EU quota (**BE, CY, EE, HR, LT, LV, MT, NL, PL**);
- ★ **Intra-EU and international solidarity** associated with resettlement was discussed in **Finland** and **Ireland**, and, in general, the effect of resettlement in curbing spontaneous arrivals of third-country nationals (**Norway**) and providing legal avenues for international protection (**FI, IE, NO**);
- ★ **The integration challenges** that (resettled) refugees may experience were also a debated issue in several Member States (**BE, ES, FR, FI, LT, NO, PL**). In particular in **Norway** the debate covered the issue of whether to consider also the integration potential of prospective refugees when selecting them.
- ★ On **procedural aspects**, the reception conditions of resettled refugees were also discussed (**FR, IE, LT, PL**) as well as the cost associated with resettlement (**IE, LT, PL**).

## 2.1 NATIONAL PROGRAMMES AND SCHEMES FOR RESETTLEMENT AND HUMANITARIAN ADMISSION

This section sets out the objectives and key quota of the various resettlement and humanitarian admission programmes in Member States.

Of the Member States highlighted in Section 2 that have resettlement or humanitarian admission programmes or schemes, a total of 15 are **permanent** programmes, while another 16 are **non-programme based temporary** (or **ad-hoc**) arrangements for resettlement or humanitarian admission (which in some cases operate in addition to permanent programmes):

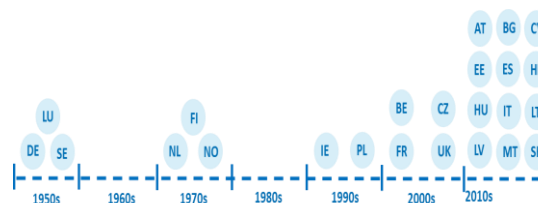
- ★ 14 national **permanent programmes** are in place in **BE, CZ, DE, ES, FI, FR, HU, IE, IT, NL, SE, UK (2), NO**.<sup>55</sup>
- ★ 14 national **temporary (ad-hoc) schemes** are or were in place in **AT, BG, CZ, DE (2), EE, FR (2), LU (2), PL (2), SK, UK**.<sup>56</sup>

In (Member) States with **permanent resettlement programmes**, resettlement has been an established component of national migration and asylum policy. Such permanent programmes were created to offer a **durable solution** for persons in need of international protection in the framework of **strategic planning** in the medium/long term.

On the other hand, ad-hoc temporary schemes constitute an engagement of Member States in response to specific humanitarian crises. **Luxembourg** and **Poland**, for instance, implemented all its resettlement activities on an ad-hoc basis. For instance, between 2013 and 2015 the Luxembourgish Government decided to resettle on an ad-hoc basis 60 Syrian refugees as a one-off response to the Syrian humanitarian crisis.

Several Member States (**DE, FI, LU, NL, SE, NO**) have a long tradition of resettlement and humanitarian admission programmes, some of which were created soon after WWII. Figure 7 below shows when Member States and Norway established their first resettlement and/or humanitarian admission programmes and schemes.

*Figure 7 Time periods in which the first resettlement and/or humanitarian admission schemes were created or carried out<sup>57</sup>*



<sup>55</sup> These permanent schemes are all resettlement programmes.

<sup>56</sup> Temporary resettlement schemes are in place in EE, FR, LU and UK, while others are humanitarian admission schemes. Among these schemes, the United Kingdom runs a Mandate Refugee Scheme (MRS) which is a

resettlement scheme of a very small scale whose detail were not included in this study.

<sup>57</sup> Finland began receiving refugees ad hoc already in 1970s, while it started an annual programme in 1985. In 2009 and 2011 Belgium contributed to resettlement projects on an ad-hoc basis and since 2013 the Belgian resettlement programme is permanent.

The first resettlement programmes were established in response to calls for cooperation by the United Nations High Commissioner for Refugees (UNHCR). Among the reasons to establish them was to avoid the need to adopt ad-hoc decisions for each transfer of persons selected by the UNHCR. Successive programmes were created in response to UNHCR humanitarian calls during conflicts in South-East Asia (e.g., Bangladesh, Cambodia, Vietnam) and South America (e.g., Chile). Between the 1990s and 2000s resettlement and humanitarian admission schemes mostly responded to conflicts in the Balkans, the Horn of Africa and the Middle East. The number of schemes has increased since 2010, especially since 2013 due to the deteriorating humanitarian crisis in Syria and neighbouring countries.

#### OBJECTIVES OF RESETTLEMENT/ HUMANITARIAN ADMISSION SCHEMES

The main objectives of especially (Member) States' resettlement schemes generally follow key elements of the Geneva Convention and can be grouped as follows:

- ★ Providing **protection as a durable solution** for (groups of) refugees, in particular when other solutions, such as return and local integration, are not an option (**AT, BE, CZ, DE, ES, FI, FR, IE, IT, LU, NL, SE, NO**).
- ★ **Implementing international solidarity** in practice, through global burden sharing, towards countries of first asylum to relieve them from pressure and strengthen their capacity to protect refugees (**AT, BE, CZ, DE, EE, ES, FI, FR, HU, IE, IT, LU, NL, SE, SK**).
- ★ Finding **tailored individual solutions**, especially for most vulnerable persons (**BE, CZ, FI, FR**).
- ★ Providing **safe legal avenues** to help counter against **irregular migration and smuggling** of migrants (**AT, CZ, CY, DE, FR, IT, UK**).

★ **Implementing international commitments** taken at supranational level, such as the EU resettlement scheme and the EU-Turkey Statement (**BE, BG, DE, FI, FR, IE, IT, PL<sup>58</sup>**).

★ Actively participating in the efforts to **manage humanitarian crises (CY, UK), deteriorating military situation (PL)** or the current **crisis in Syria (IE)**.

★ **Offering the persons concerned direct access to a status**, socio-professional integration and independent housing without transition periods (**FR**).

Besides their official objectives, at least 16 (Member) States (**AT, BE, BG, DE, EE, ES, FI, FR<sup>59</sup>, HU, IE, IT, NL, PL<sup>60</sup>, SE, UK, NO**) have set geographical priorities in resettlement or humanitarian admission for the 2011-2016 period, while three Member States (**CZ, LU, SK**) have no such priorities in place and decide the geographical selection of persons for resettlement on a case-by-case basis.

Table 1 below illustrates how nationals of countries in the following regions have been included in resettlement or humanitarian admission during the mentioned period.

*Table 1 Consideration for resettlement and humanitarian admission in 2011-2016 by world region*

World region	Member States
North Africa <sup>61</sup>	ES, DE, FR, IE, IT <sup>62</sup> , NL, SE, NO
East Africa/Horn of Africa	DE <sup>63</sup> , FR <sup>64</sup> , NL, SE <sup>65</sup> , NO <sup>66</sup>
Sub-Saharan Africa	BE, DE, ES, FI, FR, IE, NL, SE, UK, NO
Middle East <sup>67</sup>	AT, BE, BG, CZ, DE, EE, ES, FI <sup>68</sup> , FR, HU, IE, IT, LU, NL, SE, SK, UK, NO
Other parts of Asia <sup>69</sup>	CZ, DE, FI <sup>70</sup> , FR, HU, IE, IT, NL, SE, UK, NO
Americas	CZ, FR, NL, SE, NO
Others	FR <sup>71</sup> , NL, PL <sup>72</sup>

<sup>58</sup> Resettlement programme yet to be established.

<sup>59</sup> Only for the two ad-hoc programmes, not in the permanent resettlement programme.

<sup>60</sup> This refers to 2 transfers that PL carried out in 2014 and 2015 from Ukraine.

<sup>61</sup> UN geographical division can be found [here](#).

<sup>62</sup> Eritreans from Sudan.

<sup>63</sup> Somalis, Eritreans, Ethiopians, South Sudan, Uganda.

<sup>64</sup> Somalis, Eritreans, Ethiopians, Rwandans, Burundians, Tanzanians

<sup>65</sup> Somalis, Eritreans and DR Congo.

<sup>66</sup> Eritreans and Somali.

<sup>67</sup> Following the most common definition used, the Middle East includes Bahrain, Egypt, Iran, Iraq, Israel, Jordan, Kuwait, Lebanon, Oman, Palestine, Qatar, Saudi Arabia, Syria, Turkey, United Arab Emirates, Yemen.

<sup>68</sup> Syrians.

<sup>69</sup> Other parts of Asia includes Afghanistan and Pakistan.

<sup>70</sup> Nationals from Afghanistan and Myanmar.

<sup>71</sup> Russians, Chechens, Georgians, Kazakhs.

<sup>72</sup> Ukraine, for two transfers carried out in 2014 and 2015.



## QUOTAS OR PLEDGES FOR RESETTLEMENT AND HUMANITARIAN ADMISSION PROGRAMMES OR SCHEMES

The majority of (Member) States (**BE, BG, CZ, DE, ES, FI, FR,<sup>73</sup> HU, IE, IT, LU, NL, SE, UK, NO**) define **annual or multi-annual national quota for their resettlement and humanitarian admission programmes or schemes**. These quota are established by the Government, following consultation with the national Migration/Asylum authorities and UNHCR. The following Member States reported that the decision on the size and the allocation of the quota is taken according to the following main criteria:

- ★ **Resettlement needs** in third countries identified by UNHCR (**BE, CZ, DE, FI, FR, NL**);
- ★ National **reception capacity** (**BE, BG, CZ**);
- ★ **Political priorities** according to the EU Resettlement plan and the Asylum Migration and Integration Fund (AMIF) (**BE, IE, IT, NL**).

The total **quota for all Member States for resettlement/humanitarian admissions increased between 2011 and 2016**. For example, in **France**, the total annual resettlement pledge has notably increased during that period due to the start of more ad-hoc programmes and the increase in resettlement of vulnerable people identified by UNHCR. In some cases, the **quota was higher or lower from the actual number of persons resettled/admitted** due to a variety of reasons such as: administrative, operational and technical obstacles; lack of eligible persons; refusals or negative decisions; or lack of housing or necessary facilities.

### Box 1 - Examples of differences between quotas and actual number of persons resettled

In 2014, **Belgium** decided to resettle 75 Syrian refugees from Turkey and 25 Congolese refugees from Burundi. However, the majority of the departures of Syrian refugees had to be postponed until 2015 due to problems with the issuing of exit permits by the Turkish authorities (only 28 of 75 were resettled in 2014). Similarly, **Czech Republic** identified 15 families eligible for resettlement in 2015, but only 4 families were actually resettled, while the rest refused to be resettled. **Hungary** had a slightly lower number of resettlement places compared to the set quota because of few appropriate candidates and technical obstacles. In **Sweden**, the quota and actual number of persons

resettled matched in all years except 2012, when 1,728 people were resettled out of 1,900 expected, due to difficulties in finding housing in the municipalities.

The different characteristics of Member States' resettlement and humanitarian admission schemes are reviewed in sections 2.3 and 2.4.

## 2.2 MEMBER STATES WITHOUT RESETTLEMENT OR HUMANITARIAN ADMISSION PROGRAMMES

This section provides a brief overview of the situation in Member States without resettlement or humanitarian admission programmes or schemes.

Prior to the EU resettlement scheme, six Member States (**EE, HR, CY, LV, LT, MT**) did not (yet) have experience with resettlement or humanitarian admission, neither in the form of a permanent programme nor an ad-hoc/temporary scheme. To fulfil the commitments taken at EU level all six Member States started to put in place relevant legislation and operational plans.

In particular, **Croatia** adopted the International and Temporary Protection Act (entered into force in July 2015) that made it legally possible to resettle third-country nationals or stateless persons who met the conditions for approval of international protection on a joint proposal by the Ministry of Interior and Ministry competent for foreign affairs. Croatia is currently working on the operational aspect of resettlement, with the aim of starting resettlement operations already in 2016.

**Estonia** amended the Act on Granting International Protection to Aliens (in force as of 1 May 2016), whereby resettlement was included for the first time as a legal possibility. Decisions on resettlement (e.g. quota, countries of origin) would be taken by the government in coordination with the European Union Affairs Committee of the Riigikogu. It started working with UNHCR in Turkey and setting up interviews to applicants.

In 2015, **Latvia** passed a new Asylum Law (into effect since January 2016), laying down that decisions to resettle (and relocate) have to be based on decisions taken by the Latvian Parliament. Moreover, an Action Plan to implement the decisions taken at the EU level was approved by the government at the end of 2015.

Likewise, in **Lithuania** the Aliens Law was amended in November 2015 to include the possibility of relocation and resettlement of third-country nationals to Lithuania.

<sup>73</sup> France uses the term "pledge" and not "quota".

The amendment envisaged the possibility to set up national resettlement programmes; however, Lithuania does not plan to introduce any permanent programme, besides the projects carried out to implement the resettlement agreed at the EU level.

**Cyprus**<sup>74</sup> and **Malta** are also currently setting up a resettlement plan to implement the commitments taken at the EU level.

**Poland** has experience with its humanitarian admission scheme, but is currently in the process of also setting up a resettlement scheme.

#### CURRENT SITUATION AND IMPLEMENTATION CHALLENGES

The six Member States without national programmes have taken steps to implement the EU Resettlement scheme, while **Estonia**, **Latvia** and **Lithuania** have started to resettle refugees and pledged to resettle under the EU scheme, respectively 168, 50 and 70 refugees. As of July 2016, they resettled respectively a family of six and a family of five persons under the 'one-to-one' scheme agreed with Turkey. **Estonia** received the first 11 Syrians from Turkey in August 2016.

The other Member States without previous resettlement experience (**HR**, **CY**, **MT**) whose commitment were respectively to resettle 150, 69, 20 and 14 persons, did not yet resettle anyone as of July 2016. **Malta**<sup>75</sup> reported operational readiness for carrying out resettlement activities in 2016/2017.

The main **challenges** faced by these Member States concerned ensuring financial resources for resettlement (**HR**, **LT**). The lack of appropriate human resources was also highlighted as a challenge. For instance, **Lithuania**, reported that it struggled in finding interpreters and specialists to provide support to refugees and to foster integration; furthermore, it noted the limited numbers of the diaspora community since the third-country nationals in the country do not match the nationality of incoming refugees. Moreover, it reported that some refugees, who were selected in the first place, changed their mind and refused to resettle to Lithuania due to the resettlement conditions, including the low social allowance provided.

#### NATIONAL DEBATE

The relative novelty of resettlement activities has animated public debate in **Croatia**, **Estonia**, **Latvia** and **Lithuania**. In particular this concerned the EU dimension of the resettlement mechanism, the quota system (**HR**, **EE**, **LT**, **LV**) and the importance of solidarity between Member States to relieve those disproportionately affected by the influx of asylum seekers, by facilitating the process for refugees to reach other EU Member States (**LT**, **LV**). Reputational concerns, in particular the risk of being considered a 'free rider' compared to other Member States was an element of discussion in **Lithuania**.

Moreover, challenges related to integration opportunities were the object of debate in all four Member States (**HR**, **EE**, **LT**, **LV**). This included debate on how to avoid segregation of refugees and how to provide a meaningful allowance which does not encourage welfare dependence.

In **Latvia** and **Lithuania** discussion also centred on the positive demographic and economic impacts of refugees but also the risks associated with newcomers, especially the potential burden on the social and healthcare system and the effect on crime, especially on terrorism-related crimes. **Lithuania**, in particular, mentioned that the national debate focused on the impact that diversity would have on a very homogeneous society, in which only 1.5% of the population was a third-country national coming from countries with a cultural background similar to Lithuania's, e.g. Russia, Ukraine, Belarus.

#### 2.3 RESETTLEMENT AND HUMANITARIAN ADMISSION IN DETAIL: PRE-DEPARTURE AND DEPARTURE

This section refers to the resettlement and humanitarian schemes that are already being implemented, and reviews the main policies and measures before departure to the Member States, including the actual transfer.

#### IDENTIFICATION AND INITIAL SCREENING AND SELECTION

For the identification of persons for resettlement a variety of approaches are used. Nonetheless, there is a clear **role for UNHCR** in identifying (and interviewing) persons eligible for resettlement and humanitarian admission programmes, which varies depending on the programme.

<sup>74</sup> Cyprus declared its readiness to resettle 5 Syrians within the 'one-to-one' scheme with Turkey, however it did not receive any request.

<sup>75</sup> Malta expects to start in September 2016, and is currently working out logistics with IOM.

In 16 (Member) States, the person needs to have been first **recognised as refugee by UNHCR** (**AT**<sup>76</sup>, **BE**, **BG**, **CZ**, **DE**, **ES**, **FI**<sup>77</sup>, **FR**, **HU**, **IE**<sup>78</sup>, **IT**, **LU**<sup>79</sup>, **NL**, **SE**, **UK**, **NO**<sup>80</sup>).

By contrast, this is not required under some of the humanitarian/ad-hoc admission programmes in five Member States (**CZ**, **DE**, **FR**, **PL**, **SK**). In **Croatia** the Ministry of Interior identifies candidates for resettlement.<sup>81</sup> In **Slovakia**, NGOs and church organisations together with the Migration Office take on this role. In **Poland**, identification of candidates for humanitarian admission was handled first by Polish community organisations abroad, and at the later stage by consulates in cooperation with the Ministry of Foreign Affairs and appropriate security services.

Within **Germany's** various schemes, UNHCR's role varies: UNHCR identifies candidates for the resettlement programme and partly for the Humanitarian Admission Programme for Syrians, but for the Admission Programme for Afghan Local Staff this role lies with a committee of governmental authorities.<sup>82</sup>

Ten Member States (**AT**, **BE**, **CZ**, **EE**, **ES**, **FI**, **HU**, **LU**, **NL**, **SE**) and Norway **reassess the candidates identified by the UNHCR**, while a few others in principle do not (**DE**, **FR**, **IT**, **UK**<sup>83</sup>). This reassessment is carried out by the responsible national authority.<sup>84</sup>

**Final decision-making on resettlement and humanitarian admission always lies with Member State authorities.** Following the final decision on resettlement, the Member State will issue a residence permit to the resettled person, based on the granted status of international protection.

In the majority of (Member) States the status granted can be either refugee or beneficiary of subsidiary protection (**AT**<sup>85</sup>, **BG**, **CZ**, **ES**, **FI**<sup>86</sup>, **FR**<sup>87</sup>, **IT**, **LU**, **NL**, **SE**, **SK**<sup>88</sup>, **NO**), while in another three Member States, resettled persons will be exclusively recognised as refugees under the Geneva Convention (**BE**, **FR**<sup>89</sup>, **HU**). In **Germany** and **Ireland**, a separate status is granted. Resettled (Programme) Refugees are issued an independent residence permit in Germany. In Ireland, resettled refugees are granted Programme Refugee Status and issued Stamp Four residence permission to remain in Ireland. In both countries, they have most of the same rights as beneficiaries of international protection (Germany) or as nationals (Ireland). The **United Kingdom** provides refugee status to those admitted under the GPP, and humanitarian protection status to those admitted under the VPRS. In **Poland** the foreigners admitted through humanitarian admission were granted permanent residence permit.

**Fit to travel and health checks of pre-selected candidates upon request** for resettlement are conducted by the IOM *'to ensure that people travel in a safe and dignified manner, are fit to travel, that they receive appropriate assistance when required; and that they do not pose a risk towards other travellers or the receiving communities'*<sup>90</sup> in most Member States

<sup>76</sup> This applies to the "UNHCR cases" but not to the "family reunification cases" of the Austrian Humanitarian Admission Programme.

<sup>77</sup> Not required by law, but it is the general policy and practice.

<sup>78</sup> Not required in law, but it is under the UNHCR led resettlement programme.

<sup>79</sup> However, Luxembourg can make exceptions for non-refugee stateless persons for whom resettlement is considered the most appropriate solution.

<sup>80</sup> Not required in law, however, the absolute majority of cases are first recognised by UNHCR.

<sup>81</sup> Under the approved resettlement scheme, even though resettlement operations have not started yet at the time of the report.

<sup>82</sup> Federal Ministry of Interior, Federal ministry of Defence, Foreign Office, Federal Ministry of Economic Cooperation and Development (each agency named a contact person to do risk assessment of all local staff members).

<sup>83</sup> The UK's main reassessment of the UNHCR's presented cases will be in relation to risk to security.

<sup>84</sup> Often relevant ministry or migration and asylum agency.

<sup>85</sup> Since the 2015 Act Amending the Aliens Law entered into effect on 20 July 2015 both status can be granted. So far, however, resettled refugees have been granted asylum status.

<sup>86</sup> In Finland resettled persons have always been recognised as refugees.

<sup>87</sup> This is applicable only for the two ad hoc programmes.

<sup>88</sup> Admitted persons were granted asylum on humanitarian grounds.

<sup>89</sup> This apply only to the permanent resettlement programme, while persons resettled under the temporary resettlement programme can also be granted subsidiary protection.

<sup>90</sup> See the following [report](#).

(AT, BE<sup>91</sup>, BG, CZ, DE, ES, FI<sup>92</sup>, FR, HU<sup>93</sup>, IE, IT, LU<sup>94</sup>, NL<sup>95</sup>, NO, SE<sup>96</sup>, UK<sup>97</sup>).

It must be noted that these are not generally full medical examinations but can include medical exams in case of need or for review of medical information for submission to Member State authorities, so medical services there are prepared upon arrival of the person.

Some Member States, such as **Norway**, task UNHCR for support in gathering more detailed medical information where deemed necessary in order to decide on a case. In cases where a certain medical condition is discovered, treatment would be carried out prior to departure.

Other actors involved in carrying out health checks include national authorities such as the responsible health ministry or immigration and asylum authority (**ES, HR, NL, IE<sup>98</sup>**), the IOM (**NO<sup>99</sup>**), and civil society organisations (**HU<sup>100</sup>, SK**).

Before making a final selection, **security screening** is habitually carried out by all Member States that run resettlement or humanitarian admission programmes or schemes.

#### CRITERIA FOR SELECTION AND PRIORITISATION

Criteria for the designation of persons as refugees are laid down in the Geneva Convention, relevant parts of the EU asylum acquis (Qualifications Directive) and criteria for the determination of refugee status. In order to select candidates at least 13 (Member) States (**AT, DE, EE, ES, FI, HR, HU, IE, LU, NL, PL, SK, NO**) use additional criteria for prioritising certain candidate profiles.

Such additional criteria or priority criteria are typically established by the responsible national authority such as the relevant Ministry or asylum and immigration authority.

It should be noted that selection criteria and priorities can be only a feature of resettlement programmes, but also of humanitarian admission programmes.

Table 2 provides an overview of criteria related to the *vulnerability of the person* that (Member) States use for selection or prioritising<sup>101</sup>.

*Table 2 Overview of criteria related to the vulnerability of the person that Member States use for selection or prioritising*

Criterion or priority	Member States
Survivors of violence and/or torture	AT, DE, FI, HU, IT, LU
At risk of violence and/or torture and people at serious risk of violence and/or torture due to persecution	DE, FI, HU, IT, LU
Lack of Foreseeable Alternative Durable Solutions	IT, LU, SK
Internal displacement inside the country of origin is not possible	LU
Persons in need of medical assistance, including critical illness, treatment for genital mutilation	AT, DE, FI, HU, IE, LU, NL
Persons at serious risk of persecution due to their sexual orientation or gender identity	AT, LU, NL, NO
Persons at serious risk of persecution due to Religion/beliefs (also specific focus on non-believers)	AT, DE, LU, NL, SK
Persons at serious risk of persecution due to political beliefs	LU
Persons at serious risk of persecution due to belonging to specific ethnic group, social group or belonging to minority, indigenous group, nationality	DE, FI, IT, LU, NL
Legal and/or physical protection needs of the refugee in the country of refuge (this includes a risk of refoulement);	AT, FI, IE, LU

Table 3 provides an overview of some of the *other criteria* – apart from vulnerability assessments – that (Member) States use for prioritising.

<sup>91</sup> In Belgium a fit to travel is only done on selected candidates (max. 48 hours before departure) and not on all pre-selected candidates.

However, most of the pre-selected candidates receive a health screening by IOM around the time of the selection mission. Fedasil has developed a protocol that IOM follows, including a template medical questionnaire to fill in. It concerns “most of” the pre-selected candidates because, under certain circumstances, this is waived.

<sup>92</sup> IOM does not conduct a general pre-departure health assessment for refugees coming to Finland. IOM offers case by case health assistance if the person has a history of medical illness, or has an acute condition. IOM can carry out health screening when asked by Migri in case of need.

<sup>93</sup> Up to 2015, thereafter Kalunba Charity Organisation.

<sup>94</sup> IOM provides assistance for pre-departure medical screening while a full medical examination takes place within the first week of their arrival in Luxembourg.

<sup>95</sup> IOM conducts a fit-to-fly check-up, not full medical examinations. These are offered upon arrival by local health institutions.

<sup>96</sup> IOM conducts a fit-to-fly check-up, not full medical examinations. These are offered upon arrival by local health institutions, the Swedish County Councils.

<sup>97</sup> IOM uses pre-exam diagnostics, medical history, physicals and electronic data sharing to ensure individuals will be suitably healthy on arrival and are not risk of any complications during travel.

<sup>98</sup> In cooperation with IOM.

<sup>99</sup> Immigration authorities ask the IOM to assist with a medical examination after a positive decision is taken in order to adequately prepare the transfer and the settlement into the municipality.

<sup>100</sup> Kalunba Charity Organisation as of 2015.

<sup>101</sup> In addition to those criteria analysed by the UNHCR.



*Table 3 Overview of other criteria and priorities*

Criterion or priority	Member State
Sex (men, women)	AT <sup>102</sup> , DE <sup>103</sup> , FI <sup>104</sup> , NO <sup>105</sup>
Single mothers (incl. those with children)	DE, EE, FI, LU, NL, NO
Elderly	AT <sup>106</sup> , DE, FI <sup>107</sup> , HU, LU
Children	DE, EE, FI <sup>108</sup> , HU, LU, NO <sup>109</sup>
Religion / (non-) religious group	DE, LU <sup>110</sup> , NL, SK
Family unit: preference to resettle entire family groups.	DE, EE, ES, FI, HU, IE, IT, LU, NL, SK, NO <sup>111</sup>
Presence of family members in the Member State (such as for family reunification cases)	AT, DE, ES, FI, FR <sup>112</sup> , HU, LU, NL
Nationality/ethnic group he/she belongs to	AT, LU, NL, PL
Spiritual and community leaders	IE
Links to the Member State (language, origin, etc.)	AT, DE, FR, IT, PL
Internal displacement	SK

In addition to the criteria highlighted in the table above, integration potential is also an important factor in five (Member) States (**DE, EE, ES, LU, NO**). In **Ireland** integration potential is not a factor in the decision-making process itself, though the Irish government requires applicants and their family to indicate their willingness to participate in resettlement and to accept the 'primacy of Irish law over their own cultural or religious practices'.

In **Norway**, the integration potential will be taken into consideration when the protection and solution needs are similar, and when the number of cases exceed available quota places. Persons who express resentment about integrating in the Norwegian society, labour market or participation in the Introduction program may therefore be rejected under this perspective.

In the same vein, a lack of integration potential can lead to deprioritisation in **Luxembourg** and the **Netherlands**. On the other hand, a number of factors can also lead to persons excluded from potential resettlement, as well as humanitarian admission. Ensuring the person is not a threat to public security is part of security screening and could lead to exclusion of the person in most (Member) States (**BE, BG, CZ, DE, FI, FR, HU, IE, IT, LU, NL, PL, SE, NO**). Apart from the exclusion criteria laid down in Article 1F of the Geneva Convention<sup>113</sup>, other exclusion criteria or deprioritisation approaches exist in at least 13 (Member) States (**AT, BE, BG, DE, FI, FR, HU, IE, LU, NL, SE, UK, NO**). Table 4 provides an overview of these criteria. It should be noted that the persons these criteria apply to could be excluded, but exclusion is not necessarily automatic as in some cases it concerns deprioritisation.

*Table 4 Overview of exclusion criteria<sup>114</sup>*

Exclusion or deprioritisation criterion	Member States
Abuse of drugs or other substances	NO
Having provided false information	AT, IE
Having a criminal record	AT, BE, DE, FR, HU, IE, LU, NL, NO, SE, SK, UK
Having a history of irregular entry into the Member State	AT
Refugees with family composition issues (unresolved child custody issues, underage marriage)	FI, FR, HU, LU
Refugees with complex profiles, including: high-ranking members of government/authorities, judges, prosecutors	HU, LU,
Individuals involved in the military or private security, intelligence branches, paramilitary and militant groups <sup>115</sup>	DE, FR, HU, LU, SK <sup>116</sup> , UK
Members of police forces <sup>117</sup>	FR, HU, LU

<sup>102</sup> Girls and women at risk.

<sup>103</sup> Girls and women at risk.

<sup>104</sup> Women at risk prioritized in principle.

<sup>105</sup> Especially girls and women at risk.

<sup>106</sup> Elderly refugees at risk.

<sup>107</sup> Attention to the special needs of children, adolescents and elderly refugees.

<sup>108</sup> Attention to the special needs of children, adolescents and elderly refugees.

<sup>109</sup> Norway gives priority to cases including families with children under the age of 18.

<sup>110</sup> In case of persecution due to their religion.

<sup>111</sup> Norway gives priority to cases including families with children under the age of 18.

<sup>112</sup> Limited: the criterion for family reunification will be reviewed depending on the age and dependency vis-à-vis the applicant of family members residing in France. The family reunification procedure for family members of a refugee can sometimes be considered more appropriate instead of resettlement as it is not subject to a quota.

<sup>113</sup> "The provisions of this Convention shall not apply to any person with respect to whom there are

serious reasons for considering that:

(a) he has committed a crime against peace, a war crime, or a crime against humanity, as defined in the international instruments drawn up to make provision in respect of such crimes;  
(b) he has committed a serious non-political crime outside the country of refuge prior to his admission to that country as a refugee;  
(c) he has been guilty of acts contrary to the purposes and principles of the United Nations."

<sup>114</sup> Several of the criteria below are also UNHCR exclusion criteria. Persons on the EU sanctions list are should be excluded from resettlement by all Member States.

<sup>115</sup> Also UNHCR exclusion criterion.

<sup>116</sup> Slovakia does not admit persons that could pose a security threat.

<sup>117</sup> Also UNHCR exclusion criterion.

Exclusion or deprioritisation criterion	Member States
Staff at prisons or detention centres	HU, LU
Informers	HU, LU
Individuals who (allegedly) committed serious (non-political) crimes in their country of origin <sup>118</sup>	DE, FR, HU, LU, NL, UK
Persons who have direct family members engaged as combatants <sup>119</sup>	FR, HU, LU <sup>120</sup> , NL <sup>121</sup>

In **Finland**, refugees with family composition issues regarding children could trigger a request by the responsible authority for a Best Interests Assessment (BIA) or Best Interests Determination (BID) from UNHCR. **Ireland** indicated that there is reluctance to resettle single males. In addition, **Ireland**, **Luxembourg** and the **United Kingdom** highlight that unaccompanied minors are not a feature of their resettlement schemes or programmes.

### THE SELECTION PROCESS IN PRACTICE

Broadly speaking there are two types of selection processes: those which involve selection missions, and those which are carried out using documentation only (dossier selections). This section further sets out these approaches.

In regards to methods used for the selection of persons for resettlement, **selection missions** are used by at least 15 (Member) States (**BE, BG, CZ, DE, EE, ES, FI, FR<sup>122</sup>, HR, IE, LU, NL, SE<sup>123</sup>, SK, NO**). These countries organize selection missions consisting of several persons to carry out interviews on site. It should be highlighted that the ability to carry selection missions depends on the security situation in the countries concerned. The Austrian, Polish and German humanitarian admission programmes do, instead, not involve selection missions.

(Member) States that carry out selection missions **conduct interviews with prospective candidates to establish the refugee claim and the need for resettlement**, and also covering issues such as refugees' social background, including their level of education, work experience, social or other skills, their health situation and medical needs. This also includes discussing expectations stemming from resettlement.

The collection of this information can assist in determining the relevant legal status for the

person concerned and adequate reception and integration facilities.

#### Box 2 Selection missions versus dossier selection

**Germany** carries out such missions for its resettlement programme, but not for the humanitarian admission programme for refugees from Syria. **Austria** does not carry out selection missions for its humanitarian admission programme, but liaises closely with UNHCR, which is also responsible for carrying out interviews with candidates. In the same vein, **Italy** exclusively carries out dossier-based selection. **France** does not use selection missions for its permanent resettlement programme that resulted from the 2008 cooperation framework agreement between UNHCR and France. In **Poland**, the authorities liaised closely with the Polish consuls in Ukraine, who were responsible for conducting interviews with candidates and processing documentation. The **United Kingdom's** Gateway Protection Programme (GPP) used selection missions up until April 2016, but now only uses dossier selection.

In some circumstances, Member States that usually carry out selection missions may also select candidates exclusively based on a **dossier** (**BE, CZ, FI, IE, NL, NO**). This is done specifically in cases of there being risks attached to selection missions (**BE, IE, NL**) or for specific emergency cases (**BE, CZ, FI, NL, NO**). In some cases video interviews are used by a select number of Member States (**DE, FR, NL, SE, UK, NO**). Selection for humanitarian admission is often on the basis of dossier selection (**AT, DE, FR, PL, UK**).

<sup>118</sup> Also UNHCR exclusion criterion.

<sup>119</sup> Also UNHCR exclusion criterion.

<sup>120</sup> Decided on a case-by-case basis.

<sup>121</sup> Only if it concerns a concrete suspicion in respect of those direct family members.

<sup>122</sup> Depends on the programme – selection missions for ad hoc programmes – dossier selections for the permanent programme.

<sup>123</sup> Sweden uses both methods of selections on a regular basis and approximately for the same number of cases.



**Box 3 The use of video technology**

In the **Netherlands** some cases involve video interviews, such as for some selection cases, but also if a third country is not accessible for a selection mission. In these cases IOM organises the contacts with the embassy. The **United Kingdom** is piloting a scheme in which officials from the Syrian Resettlement Team conduct video interviews with beneficiaries of the Syrian Vulnerable Persons Resettlement Scheme, post-selection to gather more information about their background and circumstances. These video interviews are conducted via Skype.

Consultations with civil society/NGOs on whether candidates meeting the criteria exist in a few Member States (**AT, ES, HU, FR<sup>124</sup>, PL**). In **Austria**, next to UNHCR, also church and civil organisations as well as private persons have the right to propose candidates. To a lesser extent, for one programme in **France<sup>125</sup>**, and in **Hungary** and **Slovakia<sup>126</sup>** NGOs and the church (**SK**), and the organisations of the Polish community abroad (**PL**) assist in identifying persons. In **Luxembourg**, involvement of Caritas used to be common for ad-hoc resettlement in 1997 and 2009, but currently this is no longer the case.

During selection missions or before departure of the resettled persons or admitted persons, some Member States (**AT, BE, DE, ES, FR, HU, IE, PL, SE, NO**) also liaise with authorities of the country of first refuge or country of origin. **Belgium** highlighted it is not a common practice, but recognises the added value of the involvement of the countries of first asylum. **Austria, France, Germany** liaise with authorities mainly for obtaining laissez-passer and other travel documents. **Hungary** occasionally consults authorities of third countries to check the status of candidates, and their eligibility – especially the case in Turkey and Lebanon. **Poland** contacted the local authorities in Ukraine to explain the intentions of transferring eligible individuals and to inform about the adopted timeline and next steps (landing of military planes etc.). For **Ireland** and **Sweden**, contacts with authorities for obtaining documentation are facilitated/arranged by UNHCR.

**NOTIFYING CANDIDATES AFTER THE DECISION TO RESETTLE AND OPERATIONAL SUPPORT**

In the immediate aftermath to the decision to resettle, the (Member) State's responsible authority usually contacts UNHCR, which in turn notifies candidates for resettlement. IOM is often involved in preparations for departure, health checks and/or fit-to-travel checks prior to departure and, sometimes, cultural orientation (see further below). National authorities start preparations for reception, by notifying other authorities (including municipalities and/or reception centres) and national stakeholders (including NGOs, airport authorities). The International Committee of the Red Cross (ICRC) can be involved in obtaining travel documents (such as laissez passer).

In most Member States (**AT, BE, DE, EE, ES, FI, FR, HU, IE, IT, LU, NL, PL, SE, UK, NO**), following the decision to resettle or admit there is no formal agreement signed by persons and/or families stating their willingness to be resettled or admitted. In the **Czech Republic** candidates sign a formal agreement in their own mother tongue after the cultural orientation. In the case of families, one member of the family signs on behalf of the whole family. They acknowledge they have been informed about the programme and their willingness to be resettled. In **Slovakia**, the selected candidate, signs before arrival a document confirming familiarity with the processes after entering the country. This concerns, in particular, the asylum procedure, the integration process and basic information about Slovakia. By signature they also confirm their decision to be transferred to Slovakia. **Italy** foresees that the resettled person signs a letter of commitment is foreseen, to be signed by both the Italian authorities and the beneficiary.

**INFORMATION AND CULTURAL ORIENTATION PRIOR TO DEPARTURE**

Provision of pre-departure information to refugees that are to be resettled is a feature of the resettlement and humanitarian admission activities in all Member States.

A leaflet or guide about the persons' rights and obligations and the resettlement process is provided in most (Member) States (**AT, BE, BG, CZ, DE, EE, ES, FI, FR, IT, PL, SE, SK, UK, NO**). **Belgium<sup>127</sup>** and **Luxembourg** highlighted that information was provided in the form of a briefing. For **France** and **Austria** this was done jointly with IOM.

<sup>124</sup> Under certain conditions.

<sup>125</sup> Under certain conditions.

<sup>126</sup> However, Migration Office of the Ministry of Interior makes a final decision.

<sup>127</sup> IOM also assists Fedasil with the logistical aspects of the cultural orientation missions.

Cultural orientation training or workshops are provided prior to departure for persons being resettled to Member States. The length of training varies from one day or less (**FR**), to two days (**AT**, **UK**), three days (**BE**, **DE**<sup>128</sup>, **FI**, **IT**), to twelve days (three sessions of four days) (**NL**). **Ireland** does not provide cultural orientation, but provides pre-departure country information sessions over one or two days.

In **Austria**, the cultural orientation trainings, each comprising two days, are offered to participants age 14 and over; with childcare provided during the training, and arrangements being made for paid travel to and from the workshops. For the **Netherlands**, an initial course takes place about twenty weeks before departure and provides a general introduction to the country, while a second course takes place about twelve weeks before departure and contains information, among other things, about the municipality where the refugee is going to live, while the third and last course takes place about three weeks before departure and focuses on characteristics of housing and accommodation. **Czech Republic** and **Finland** highlighted that for persons transferred under emergency operations, no cultural orientation is available due to time pressure, though on-line material and self-study is accessible.

**Box 4 Web-based cultural orientation before transfer to Finland**

In addition to cultural orientation training in the country of departure, Finland offers web-based cultural orientation online at the website [www.movingtofinland.fi](http://www.movingtofinland.fi). The modules are available in several languages<sup>129</sup> and the website is scalable to mobile devices.

**Box 5 Norwegian Cultural Orientation Programme**

The Cultural Orientation Programme provides pre-departure cultural orientation (CO) classes for refugees accepted for resettlement to Norway. IOM organises training for selected target groups of refugees, aged 8 years and above, on life in Norway.

To promote smooth integration, it prepares them for an initial adjustment period after arrival in Norway, addressing unrealistic expectations and limiting culture shock. Classes are conducted in the refugees' own language. Classes are provided by a bi-cultural trainer, someone with an origin or background similar to the refugee group in question and who already lives in Norway.

This fosters understanding, eliminates the need for an interpreter, and creates an environment of trust and familiarity.

The programme also provides involved Norwegian municipalities with relevant information about the refugees and their situation prior to arrival via Country Information Seminars and Country Profiles.

**DEPARTURE AND TRANSFER TO THE MEMBER STATE**

The final stages of the pre-departure and departure phase concern more practical steps involved in the actual transfer of the person to the Member State.

For several Member States actual transfer and pre-departure assistance on-site is arranged by IOM (**AT**, **BE**, **DE**, **ES**, **FI**, **FR**, **IE**, **IT**, **LU**, **NL**, **SE**, **UK**, **NO**), in several cases through a bilateral agreement or contract with IOM (**AT**, **BE**, **DE**, **ES**, **FI**, **IT**, **LU**, **NL**, **SE**, **NO**). Other Member States (**BG**<sup>130</sup>, **CZ**) organize departure and travel themselves but call on IOM in case of need. In **Hungary**, the responsible NGO is tasked with arranging travel, for **Slovakia** other on-site actors, and for **Poland** – the Ministry of Foreign Affairs and Ministry of Defence.

Member States all indicated that specific services are available for vulnerable persons. This includes a medical escort for person with specific needs, as well as special counselling.

<sup>128</sup> 20 hours.

<sup>129</sup> Finnish, English, French, Arabic, Farsi, Burmese and Kurdish.

<sup>130</sup> IOM will be involved in some activities-transportation of refugees from place of residence to

interview and back; pre-departure health assessment; pre-departure orientation; movement and travel assistance.

**Box 6 Bilateral agreement between Austria and IOM**

IOM is called on to provide several pre-departure and departure services also for the Austrian humanitarian admission programme. In the bilateral agreement between IOM and the Federal Ministry of the Interior, the following services related to travel and logistics were stipulated:

- Making arrangements for transport of refugees via commercial airlines and take care of booking as well as confirmations of departure;
- Assist refugees at the airport of departure to go through emigration, customs processing and during boarding (including for transit);
- Ensure that refugees' baggage is properly labelled and identified (especially in the case of refugees in poor health);
- Provide escort during the entire flight until arrival in Austria, including a medical escort from the airport to the hospital (if required);
- Welcome refugees upon arrival and transfer them to the authorities.

## 2.4 RESETTLEMENT AND HUMANITARIAN ADMISSION IN DETAIL: POST-ARRIVAL & INTEGRATION

The post-arrival and integration phases refer to the period after the physical arrival of the third-country national in the territory of the Member State. This section seeks to discuss these elements in broadly two phases: on the one hand examining measures with regard to immediate arrival, i.e. status granted, immediate support after arrival, geographical distribution, and freedom of movement; on the other hand, long-term integration measures, cultural orientation, preparing the receiving communities of the arrival of resettled persons, and rights to family reunification and naturalisation.

- ★ In nine (Member) States (**BG, CZ, ES, FI, HU, IT, LU, SK<sup>131</sup>, NO**) post-arrival and integration measures are the same for both resettled persons and beneficiaries of international protection.

- ★ In **Austria, Belgium** and **Finland** measures are by law the same for all refugees. However, they differ in practice. For example, in **Austria** resettled refugees admitted as "UNHCR cases" received specific counselling, housing and integration support. In **Belgium**, the National Resettlement Programme provides specific measures for tailor-made assistance to resettled refugees. This concerns the provision of a specific orientation programme upon arrival and an intensive social support up to 24 months for the most vulnerable resettled refugees.

In **Finland**, both resettled refugees and other beneficiaries of international protection are placed in a municipal placement. However, in practice, due to the constant lack of municipal placements, resettled refugees were prioritised in the assignment of the accommodation. In addition, the reimbursement paid by the Finnish government to the municipalities for the 'integration costs' last four years for resettled persons, as opposed to three years for other beneficiaries of international protection.

Finally, in nine Member States (**BE, DE, EE, FR, IE, NL, PL, SE, UK**) policies specifically target integration of resettled/admitted persons. In particular, there are specific provisions granting direct access to housing without passing through the reception centres (**EE, FR, NL, SE**), specific orientation programmes after arrival (**BE, DE, IE, UK**), individual support in administrative procedures for access to social rights and to the education of minors, health and psychological care and help for insertion into society, access to training and employment (**BE, FR, IE, PL, UK**).

### STATUS GRANTED TO RESETTLED AND ADMITTED REFUGEES

The majority of Member States (**AT, BE, BG, CZ, DE, EE, ES, FI, FR, HU, IE, IT, LU, NL, SK, NO**) grant the **same or a similar status** to both resettled refugees and other beneficiaries of international protection.

It should be noted, however, that some humanitarian admission envisage eventual return to the country of origin after a minimum of two years, though permanent residence is often possible if either the circumstances in the country of origin have not changed (allowing for return) or certain requirements have been met that permit indefinite stay<sup>132</sup>.

<sup>131</sup> However, there are few differences: duration of provided services, length of the asylum procedure, availability of accommodation immediately after leaving the asylum facility and additional assistance covered from church funds.

<sup>132</sup> In Germany for the Humanitarian Admission Programme for Syria and the Admission Programme for Afghan Local Staff foresee for return but both programmes provide access to indefinite stay if certain prerequisites are met.

In cases where stay is temporary, the post-arrival phase is naturally very different resettlement cases envisaging permanent stay.

In some Member States this status is granted automatically (e.g. **Ireland**), while in **France** it depends instead on the programme the refugees are resettled through. In **Norway**, refugees selected on a dossier-basis are granted a work and a residence permit of one year, shortly after which they receive work and residence permit for three years. Refugees resettled on the basis of resettlement missions are instead directly granted work and residence permit for three years (issued before leaving for Norway).

In **Germany**, since the adoption of the Integration act in 2016, resettled refugees are usually granted a residence permit for three years with the option of extension. Generally, they may be granted an indefinite settlement permit after five years, if specific preconditions are met.<sup>133</sup>

The duration of the permit granted is in some cases different within the same Member State, depending on being a resettled refugee or other refugee (e.g. **SE**), or on the resettlement programme (e.g. **UK**). For example, in **Sweden**, resettled persons receive a permanent residence permit, while the other group of refugees – those who have come to Sweden as asylum seeker – receive a temporary one.

In the **United Kingdom**, the Syrian Vulnerable Persons Resettlement Scheme (VPRS) humanitarian protection permit lasts five years, while the Gateway Protection Programme (GPP) permit is indefinite. It follows that after five years VPRS resettled persons could apply for an indefinite permit, while GPP resettled persons could apply for citizenship.

#### IMMEDIATE SUPPORT UPON ARRIVAL AND SHORT-TERM SUPPORT

Immediate support upon arrival is rather similar across Member States in its key elements available. It typically includes airport pick-up, provision of (temporary) documentation, clothing, food and interpretation services. Typically there is also a medical examination, specialised services where needed, guardianship for unaccompanied minors.

The provision of health care upon arrival differs in the practices and availability of services. Ten (Member) States (**AT, BE, CZ, EE, FI, FR, IE, PL, SK, NO**) carry out medical check-up on resettled/admitted persons. **Hungary** carries out the medical examination only before departure.

Specialised medical support for persons with special needs is available in ten Member States (**BE, CZ, EE, FI, FR, IT, NL, PL, SE, SK**). In **Austria, Germany** and **Spain** refugees have access to basic healthcare support. Three Member States (**BE, CZ, NL**) perform a tuberculosis test upon arrival; in **Belgium**, also vaccinations are performed by medical staff upon arrival. **Hungary** does not provide for additional medical care. In **Ireland** and **United Kingdom** refugees may be accompanied by the caseworkers to register at a general practitioner (GP).

**Estonia, Finland** and **Hungary** reported differences compared to medical check-ups available for other beneficiaries of international protection. In **Finland**, for example, the medical examination was carried out in the regular public health infrastructures for resettled refugees, while other asylum seekers receive such examination in the reception centre.

#### *Allowances and in-kind support*

In addition to education and social support, financial support (allowances) and in-kind support are elements that assist in smoothening the transition into the host society, essential when persons might have relatively limited social networks and financial resources from employment or other sources. Information cannot be compared across Member States in view of the vastly different welfare and social benefit systems. While some benefits foresee short-term support, resettled persons or persons admitted on humanitarian grounds often have full entitlement to social benefits as a long-term support measure.

Thirteen (Member) States (**AT, BE, CZ, DE, EE, FI, HU, IE, NL, PL, SE, SK, NO**) provide for a weekly/monthly allowance, though these services are not always specific for persons resettled or admitted and could also be for other beneficiaries of international protection or persons seeking international protection.

<sup>133</sup> However, a settlement permit may be granted after three years, if, certain preconditions are met. Refugees admitted under the humanitarian admission programme (HAP Syria) and the admission procedure for Afghan Local Staff are usually granted a residence title for two years with the option of extension. After five years of

legal stay, a settlement permit may be issued if prerequisites are met.

The **duration** of the allowance varies across Member States, and ranges from two to four years (**HU, SK, NO**<sup>134</sup>) a minimum of 6 weeks (**Ireland**)<sup>135</sup>, 6-8 months (**Poland**) to as long as needed (**BE, DE, EE, FI**<sup>136</sup>, **NL**). In **Slovakia** refugees under other integration programmes receive the monthly allowance only for six months after being granted international protection.<sup>137</sup> In **Ireland**, after the initial orientation period, resettled refugees are eligible for mainstream social benefits.

Twelve (Member) States (**AT, BE, CZ, DE, EE, FI, HU, IE, PL, SK, UK, NO**) also provide **in-kind support** for the integration of resettled/admitted persons. The **duration** of in-kind support greatly varies among Member States, between a few days after arrival up to the whole period they were accommodated in the integration centre and sometimes after being housed.

Targeted in-kind support for resettled and admitted persons included

- ★ Food (**AT, BE, CZ, FI, HU**<sup>138</sup>, **IE, IT, PL, SK, UK**);
- ★ Clothing (**AT, BE, CZ, FI, PL**);
- ★ Furniture and household appliances (**AT, BE**<sup>139</sup>, **CZ, FI, HU, NL, PL, SK, UK**);
- ★ (Reduction on) Transportation (**AT, BE, IT, PL, SK**);
- ★ Medical care (**AT, BE, CZ, IT, PL, SK**);
- ★ School supplies (**BE, CZ, PL**).

**Hungary** and **United Kingdom** differentiated in-kind support provided to resettled refugees from those to other refugees. In the **United Kingdom**, other beneficiaries of international protection are not provided with in-kind support.

#### GEOGRAPHICAL DISTRIBUTION AND ACCOMMODATION IN THE MEMBER STATE

In regards to housing and accommodation, there are vastly different approaches, some of which are based on geographical distribution.

**Geographical distribution** within (Member) States' territory in accommodating resettled or admitted persons exists in at least twelve (Member) States (**CZ, DE, EE, ES, FI, IE, NL, PL, SE, SK, UK, NO**). On the contrary, seven Member States (**AT, BE, BG, FR, HU, IT, LU**) do not have any form of geographical distribution.

Aside from geographical distribution, other criteria could also apply when resettling or admitting refugees. For example:

- ★ Participating/volunteering municipalities (**BE, FI, FR, NL, UK, NO**);
- ★ Availability of adequate housing and reception capabilities (**BE, ES, FI, FR, IT, NL**);
- ★ Resettled/admitted persons' preferences (**Bulgaria**);
- ★ Location where the resettlement programme is implemented – also due to availability of infrastructures (**Slovakia**);
- ★ Mix of previous criteria, including economic considerations, personal circumstances of the persons (**BE, CZ, EE, PL, SE**).

In **Germany**, refugees admitted under the resettlement programme are distributed to the different federal Länder according to the so-called 'Königstein Key'.<sup>140</sup> Within the federal Länder further criteria apply for the distribution to the municipalities.<sup>141</sup>

Regarding accommodation and lodging for resettled persons upon arrival, approaches vary. Many Member States use reception centres upon arrival, after which persons move on to other types of housing. In Member States like **Estonia, Norway, Finland** and **Sweden**, permanent housing is available immediately.

Indeed, the type of housing ranges from private/social/council housing (**EE, FR, FI, PL, SE**) to initial lodging at a reception centre/facility (**AT, BE, BG, CZ, DE, ES, IE, LU, PL, SK**). The **Netherlands** accommodated resettled persons in a hotel for the first 48 hours from arrival, after which they move into permanent housing.

<sup>134</sup> The allowance lasts as long as the refugees are part of the national integration program, which in theory is two years. This, however, can be prolonged in exceptional cases with a year.

<sup>135</sup> Refers to orientation.

<sup>136</sup> The government reimbursements for municipalities up to four years, but support by municipalities can be longer.

<sup>137</sup> Vulnerable persons can receive monthly allowance for a longer period while each case is assessed individually.

<sup>138</sup> HU asks the resettled persons to provide invoices and receipts of the goods acquired for sustainment.

<sup>139</sup> Although Belgium provides a cash allowance to be spent on furniture and household appliances.

<sup>140</sup> Which established how many asylum-seekers a federal Land can accept. The criteria were tax revenue (2/3 of the weighting) and the size of the population (1/3 of the weighting), the quota being reviewed each year. The distribution also took into account family links of the beneficiaries, as much as possible.

<sup>141</sup> These include family ties, presence of a religious community, adequate health care, labour market policy aspects.



The types of accommodation provided to resettled refugees and refugees admitted under humanitarian admission programmes, and their frequency of use, are indicated in Table 5 below. It does not distinguish between short- and long-term accommodation.

*Table 5 Types of accommodation available to resettled refugees and refugees admitted under humanitarian programmes and schemes<sup>142</sup>.*

Type	Always	Often	Rarely	Not used
Reception centres/facilities	BE <sup>143</sup> , BG, CZ, DE, IE, LU, PL, SK <sup>144</sup>	AT, DE, ES	FR	EE, FI, HU, IT, NL, SE, UK, NO
Temporary shelter	With the exception of Germany <sup>145</sup> , no other Member State uses this type of accommodation			
Social/council housing	BE, FI, NL	AT, DE, IE, FR, LU, NL, UK, NO	EE, PL	CZ, ES, HU, IT
Hotels or similar	NL <sup>146</sup>	none	AT, CZ, DE, LU, UK <sup>147</sup>	BE, EE, ES, FI, FR, HU, IE, IT, PL, SE, NO
Private housing	HU, SE	AT, BE, DE, EE, ES, IE, IT, PL, SK, UK, NO	CZ, FR, LU	FI, NL

The maximum duration for housing in the different types of accommodation suggests that while reception centres are mostly temporary solutions (and only limitedly used as long-run accommodation), social and council housing are the common choice to accommodate resettled refugees across Member States.

Stay in reception centres varied from 1 - 3 weeks (**CZ**, **DE**), 4 weeks (**FR**<sup>148</sup>), 3 to 7 weeks (**BE**), to a minimum of 6 weeks (**IE**), up to 4 months (**AT**<sup>149</sup>, **SK**<sup>150</sup>), 6 months (**BG**<sup>151</sup>, **DE**), 6-8 months (**PL**), and 9 months (**ES**).

In **Luxembourg** it can last until private accommodation is found.

- ★ **Temporary shelter**: until refugees find their own accommodation (**Germany**);
- ★ **Social/council housing**: with the exception of **Belgium**, and **France** and **Italy** (12-18 months), there is no maximum limitation;
- ★ **Hotels**: accommodation in hotels varied from short-term (**Austria**) to fairly long-term only for individual persons (**Germany**), while the **Netherlands** specified that accommodation in hotels cannot exceed 48 hours.

A few Member States also included other solutions among possible accommodations:

- ★ **Local Reception Initiatives (Belgium)** are individual housing facilities within the reception network for asylum seekers and for beneficiaries of international protection, during their so-called 'transition period' from material aid to financial support. From 1<sup>st</sup> August 2016 onwards, after an initial stay of around 3 to 7 weeks in a reception centre, resettled refugees will be transferred to a Local Reception Initiative for a period of 6 months. The stay can be prolonged for another 12 months in cases where the Public Social Welfare Centre responsible for the Local Reception Initiative decides to participate in the resettlement programme;
  - ★ **Social Housing** called 'Parc Social' (**France**) is a social housing managed by the reception operator as opposed to the municipality. The allocation there is organised through the 'shifting to rent' device.
- After the transitional phase, on average 12 months, the beneficiary should be able to pay and can stay in the accommodation.

<sup>142</sup> Some Member States are included into different 'frequency' indicators for the same type of accommodation, due to the fact that they have more than one programme in place.

<sup>143</sup> There are exceptions, such as for medical cases, family cases.

<sup>144</sup> Only during the asylum procedure.

<sup>145</sup> With the exception of several federal Länder in Germany.

<sup>146</sup> Only the first 48 hours after arrival.

<sup>147</sup> For one night stays, following arrival at the airport.

<sup>148</sup> Reception centres in FR for resettled persons are used on a temporary basis for specific cases (urgent arrival, etc.).

<sup>149</sup> This applies mainly to refugees admitted as „UNHCR cases“. The so-called 'family reunification cases' were usually accommodated with their family members that already live in Austria.

<sup>150</sup> A minimum duration of stay in reception centre is 3-4 weeks (quarantine period). The persons admitted under humanitarian admission stayed in the reception centre throughout the asylum procedure.

<sup>151</sup> For the duration of the procedure. The administrative procedure may last up to 6 months.



## FREEDOM OF MOVEMENT WITHIN THE MEMBER STATE AND OUTSIDE

In eleven (Member) States (**AT<sup>152</sup>, BE, DE, EE, ES, FI, NL, SE, SK, UK, NO**) resettled and admitted persons are discouraged from moving to another province with the aim of resettling, as it could imply losing/restricting certain rights, services or benefits under the Resettlement Programmes. In these cases, refugees would not have access to targeted supports and would need to arrange, for example, their own accommodation and language and training courses.

In at least 16 (Member) States (**AT, BE, CZ, DE, EE, ES, FI, FR, IE, LU, NL, PL, SE, SK, UK, NO**), movement to another Member State with the purpose of travelling is subject to a number of conditions such as:

- ★ Having received a **status of international protection or other status** and therefore not being within the asylum procedure;
- ★ Being registered in the national system and therefore had a **residence document**;
- ★ Having **travel documents**. If not, having applied for temporary travel documents in the Member States of resettlement;
- ★ Travelled only for **short-time** (usually 90 days) and not move to relocate permanently;

## INFORMATION AND CULTURAL ORIENTATION UPON ARRIVAL

Different from education, vocational and other types of training, cultural orientation seeks to foresee in the immediate information needs of resettled persons upon arrival, in order to familiarise with the host country. Most of the courses and information focuses on short-term needs, while enrolment in education and vocational training, among other measures, can be characterised as long-term measures.

In 15 (Member) States (**BE, BG, CZ, DE, EE, ES, FI, HU, IE, IT, PL, SE, SK, UK, NO**) resettled/admitted persons receive information and/or cultural orientation sessions.

In six Member States (**AT, BE, FR<sup>153</sup>, LU, NL, PL**) sessions are provided with a focus on the provision of useful information and integration measures, taking the form of courses, workshops and sessions, accompanied by brochures and leaflets.

In ten (Member) States (**AT, CZ<sup>154</sup>, DE, EE, FR, LU, PL, SK, UK, NO**) geography, history, culture and introduction to political system are subjects included in the cultural orientation sessions. Further information is provided in Annex 2.

In **Belgium**, additional activities organized may include visits to the supermarket, cooking lessons, biking lessons, **fieldtrips** to Brussels and meetings with recognized refugees ('**buddies**').

In Member States where the refugees resettled or admitted are accommodated in an initial phase in a reception centre, orientation sessions took place during that phase (**AT, BE<sup>155</sup>, IE, PL, SK<sup>156</sup>**). In 12 Member States (**BG, CZ, DE, EE, ES, FI, FR, HU, LU, NL, SE, UK**) orientation sessions are organised at varying points after arrival.

The provision of such courses are usually the responsibility of reception centres, social workers, IOM, employment offices, NGOs, church organisations, and civil society organisations, municipalities and/or intercultural mediators.

## INTEGRATION MEASURES (LONG-TERM SUPPORT)

Long-term integration measures are different from those provided immediately upon arrival. Whereas the latter is provided to meet immediate needs, long-term support focuses on the effective integration into the host society of the resettled person or family. It should be noted that while some of the support highlighted below is provided rather quickly upon arrival, it is considered as long-term support as it goes beyond the fulfilment of immediate needs, such as housing, clothing, immediate medical support and counselling and documentation.

All Member States provide for **integration measures** to persons admitted under resettlement and/or humanitarian admission programmes.

<sup>152</sup> This is only the case if accommodated in reception centres (max. four months) or in housing specifically provided to them by the ARGE Resettlement.

<sup>153</sup> This information is provided in the framework of the integration contract.

<sup>154</sup> The culture and democracy introductory course during which participants can gain basic knowledge of history, civilization and culture of the Czech Republic is designed for persons taking part in the State Integration Programme. Even if such a course is a part of a new concept of SIP which was approved in November 2015, the course has not yet been commenced. It is still in the

process of implementation. Also, brochures consisting of useful information are being currently elaborated. The start of the course and also the finalisation of the brochures are planned for 2017.

<sup>155</sup> These sessions continue after the first reception phase by the NGOs.

<sup>156</sup> It continued afterwards at different points as well, also individually by social workers etc.

In twelve Member States (**BE, BG, CZ, EE, ES, FI, FR<sup>157</sup>, IT, LU, NL, SE and SK**) these integration measures are overall the same as for other refugees<sup>158</sup>.

The types of measures vary across Member States and include: education, vocational and professional training, social and employment support, but also allowances and in-kind support that support resettled persons for the medium-term or after immediate needs are met. It also includes the extent to which there is access to healthcare and other services available to residents.

#### *Education, vocational and professional training, job counselling and other social support*

Crucial aspects for integrating the resettled person are education, language courses and relevant training for preparing the person for the job market in the Member States, either in a new professional area or building on the person's existing qualifications. This is certainly true in view of the data related to the age groups of persons resettled (see section 1.4). All Member States provide educational support and/or vocational and professional training. This includes:

- ★ National language course (**AT, BE, CZ, DE, EE, ES, FI, FR, IE, IT, NL, PL, SE, SK**);
- ★ Educational course (**AT, DE, FI, IE, PL, SE**): educational counselling (**Austria**), culture and democracy course (**CZ<sup>159</sup>, PL**);
- ★ Vocational orientation counselling and job-related workshops (**AT, BE, DE, EE, ES, FI, FR, IT, NL, PL, SE**);
- ★ Recognition of qualifications - although difficult (**BE, DE, EE, ES, FR, PL, SE**);
- ★ School registration (**AT, BE, CZ, DE, ES, FI, IE, IT, LU, NL, PL, SK, UK, SE NO<sup>160</sup>**);
- ★ Assistance in entering labour market (**AT, BE, CZ, DE, EE, ES, FR, IE, NL, PL, SK**);

- ★ Family reunification support (**BE, DE, FI, NL, PL, UK**);
- ★ Housing advice and housing provision (**AT, BE, CZ, DE, NL, PL**);
- ★ Legal and social support/counselling (**AT, BE<sup>161</sup>, CZ, FI, IE, IT, NL, PL, SK**).

**Actors** responsible for providing support include IOM, NGOs, service providers and social workers, national authorities and agencies, educational consultants within competent Ministry, church organisations and municipalities.

#### *Access to healthcare and specialised services*

Beyond the fulfilment of immediate medical needs, nearly all Member States provide **full, permanent access to healthcare**, through the mainstream services. In the **Czech Republic** enrolment in national insurance schemes is mandatory<sup>162</sup>, while in **Hungary** access is free for one year, after which it would be a paid service.

**Specialised services**<sup>163</sup> include a wide range of support services such as services for survivors of violence and victims of torture, women or girls at risk, children at risk, refugees with disabilities, elderly, including persons not likely to enter the labour force. These services were provided by at least 14 (Member) States (**AT, BE<sup>164</sup>, CZ, EE, FI<sup>165</sup>, HU, IE, IT, NL, PL<sup>166</sup>, SK, UK, SE, NO<sup>167</sup>**). There appear to be no differences compared to similar services granted to other refugees, with the exception of **Hungary<sup>168</sup>** and **Poland**.

#### *Additional or other support*

Additional support includes **interpretation services**, which are provided by all Member States, albeit only for limited periods of time. This period ranges from the first few days after arrival (all Member States) for the purposes of reception and orientation, up to two years (**Estonia**).

<sup>157</sup> Resettled refugees benefit from an individualised support and direct access to housing and to the integration contract.

<sup>158</sup> As a consequence these countries who did not report any difference will not be included in the analysis of this paragraph.

<sup>159</sup> As mentioned in footnote no. 109, the course was approved in late 2015 and will start in 2017.

<sup>160</sup> In Norway, students have a right to free upper secondary education, but they may be required to cover the costs of necessary equipment.

<sup>161</sup> Specifically for resettled persons, and up to two years.

<sup>162</sup> The state covers health insurance for resettled persons who are unemployed and registered at the Labour Office. The state also covers health insurance for applicants for international protection (meaning also resettled persons who have not yet been granted international protection).

<sup>163</sup> Not all of the services mentioned are available in each of the 14 Member States.

<sup>164</sup> Health insurance can reimburse a percentage of some of these required medical expenses.

<sup>165</sup> The government reimburses medical expenses to the municipality for 10 years if the person had a serious medical condition that existed already when the person arrived to Finland.

<sup>166</sup> Access to specialised healthcare (dentist, oncologist, gastrologist, gynaecologist etc.). Moreover, on a regular basis, they had access to paediatrician, nurse and family doctor (regular consultations in the reception facilities).

<sup>167</sup> The government reimburses extraordinary municipal expenses resulting from the resettlement of refugees with impaired physical and/or mental disabilities for five years after resettlement.

<sup>168</sup> Resettled persons receive additional services due to higher AMIF funding received by Hungary.

**Finland** provides interpretation up to 10 years or until the person acquires Finnish citizenship.

In **Slovakia**, interpretation services are provided upon need and without limit of time, particularly during the first weeks after leaving the asylum facility. In most countries, the right to access interpretation services is the same for resettled/admitted persons and other refugees.

The exceptions are **Ireland, Poland, the United Kingdom** and (in respect of interpretation for medical care services) the **Netherlands**. In **Ireland, Poland** and **United Kingdom** resettled/admitted persons enjoy enhanced rights compared to other third country nationals. Indeed similar services are not provided for other refugees, although they could access interpretation services through service providers by appointment.

Finally, in **Belgium, Poland** and the **United Kingdom**, resettled/admitted persons can also benefit from **tailor-made integration support**. In addition to integration support within existing support services for newcomers and general support with integration procedures, **Belgium**<sup>169</sup> provides continued social assistance offered in mother tongue by bicultural mediators. The aim of this support is for the resettled refugees to function autonomously in Belgian society. In **Poland**, persons transferred from Ukraine had two adaptation assistants available in the reception centres. In the **United Kingdom**, beneficiaries of the VPRS and GPP are provided with a caseworker who helps them to develop a personalised integration plan and assists them in registering with and accessing many local services.

#### PREPARING THE RECEIVING COMMUNITY AT LOCAL LEVEL

Apart from the various approaches and actions for immediate and long-term support of resettled persons or families, and or admitted persons, preparing the receiving community for the arrival of resettled persons is done at two levels: for citizens as well as local authorities. In all Member States except **Austria, Bulgaria**<sup>170</sup> and **Italy**, the preparation of the receiving community takes place for at least one of the two levels.

**Citizens and the general public** are informed according to several different practices:

- ★ Meetings between responsible authorities and residents to share information with the latter (**DE, FI, FR**<sup>171</sup>);
- ★ Website (**BE, EE, UK**);
- ★ Informing schools (**LU, PL**)
- ★ Churches (**PL**).

Local authorities, municipalities and other responsible authorities are informed centrally by:

- ★ Receiving data and information in written form (**BE, DE, FR, IE, LU, NL, SE, NO**), through meetings (**EE, IE, LU, NL, PL, SE**) and information sessions/trainings (**EE, ES, FI, FR, IE, SK**);
- ★ Kick-off meetings of social workers and responsible actors (**DE, EE, FR, IE, SK**).

#### ACCESS AND RIGHTS TO FAMILY REUNIFICATION AND NATURALISATION

At least 18 (Member) States (**AT, BE, BG, CZ, DE, EE, ES, FI, FR, HU, IT, LU, NL, PL, SE, SK, UK, NO**) grant the right to family reunification to resettled refugees and/or admitted persons. In most cases, the right is provided on the same basis as it is for other refugees. **Ireland** does not provide an automatic right to family reunification. However, in practice applications from programme refugees are dealt with on the same basis as other Refugees. In most cases, the right is provided on the same basis as it is for other refugees.

However, in **Germany** resettled refugees were put on equal footing with beneficiaries of international protection in 2015 for essential aspects of family reunification. Under HAP Syria, subsequent entry of spouses and minor children may only be permitted in exceptional cases for reasons of international law, on humanitarian grounds or in order to safeguard political interests, though usually the whole family unit was admitted. The Admission Procedure for Afghan Local Staff always includes the staff member's nuclear family.

In **Norway**, resettled refugees are exempted from changes to the family reunification regime (e.g. attachment requirement). In **Finland**, travel costs of resettled refugees' family members are covered by the Finnish government.

Concerning the **right to naturalisation**, all Member States with a resettlement or humanitarian admission programme or scheme recognise the right to apply for naturalisation

<sup>169</sup> The difference for resettled refugees is that on top of the interpretation services (available to all refugees), resettled refugees have access to the support of bicultural counsellors who can facilitate the communication between them and mainstream services. This is offered by the NGO's for a period of 12

months up to 24 months for vulnerable resettled refugees.

<sup>170</sup> Bulgaria plans to and carry out this activity under the According to the Framework of the National Mechanism for awareness and information campaigns.

<sup>171</sup> If requested by local authorities.

according to the requirements and procedures foreseen by the national law. Details are provided in Annex 2. There are no differences in the requirements for naturalisation compared to other refugees.

### 3 Private sponsorship programmes and schemes

Although there is no common and agreed definition of private sponsorship, over the past decade private sponsorship has been implemented in a few European and several non-European countries, in parallel to more 'traditional' resettlement programmes. It must be noted that no EU policy and legal developments have been formulated specifically for private sponsorship as a potential alternative to irregular movements. Numbers of persons admitted or expected to be admitted via private sponsorship, when compared to resettlement and humanitarian admission, are rather small, though more substantial for Germany (over 20,000) and Italy (1,000).

The rationale for private sponsorship varies but is seen as a way to allow for more possibilities for admitting persons via legal channels.<sup>172</sup> This is the case for instance in situations where Member States do not have the institutional capacity to increase resettlement places or as a way for authorities to boost legal channels of migration while enabling private actors to take on (some of) the costs. It could also generate more support in society for legal channels of migration by allowing private actors, such as communities and religious institutions, to play a role. Private sponsorship is often expressly set up to complement Member State resettlement activities, and not to replace resettlement places in national schemes.

Private sponsorship foresees the **active participation in the admission procedure** of private citizens (such as citizens and/or long-term residents), groups, organisations or other entities who introduce and support the candidature of one or more persons.

Depending on the programme or scheme, these persons often have a link with the resettlement country, and can be family members, or persons and groups at risk of persecution proposed by organisations that support them (i.e. religious entities such as churches). However, not for all these programmes does the person proposed for admission necessarily need to have a family link or other ties to the Member State. It is often the sponsor who applies on behalf of the person to be admitted by proposing the applicant and completing application forms.

While the act of proposing persons for resettlement therefore lies with non-state actors, decision-making on whether or not a person is granted a permit remains the exclusive competence of national authorities. The concept of "private" therefore refers to suggesting candidates, not decision-making.

Private sponsors often assume responsibility for providing financial, social and emotional support to a resettled person or family, for a predetermined period of time (usually one year or even longer) or until the person or family becomes self-sufficient.<sup>173</sup>

The first country to implement a private sponsorship programme was **Canada**<sup>174</sup>, introduced in 1978. Similar programmes have been introduced in **Argentina**<sup>175</sup>, **Australia**<sup>176</sup>, **New Zealand**<sup>177</sup> and, more recently, in a few EU Member States. The schemes implemented in EU Member States differ substantially, mainly in relation to the status granted to the resettled refugee, the eligibility criteria used for selection and to the nature of the sponsor's obligations.

#### 3.1 OVERVIEW OF MEMBER STATE POLICIES IN PRIVATE SPONSORSHIP

Evidence of the implementation of private sponsorship programmes was reported by five Member States (**DE, IT, PL, SK, UK**). France reported interest in private sponsorship. Hungary does not have a private sponsorship programme, though its resettlement programme does have certain characteristics typically found in a private sponsorship programme, such as an important role of civil society organisations in proposing candidates.

Since 2013, formal private sponsorship programmes were implemented on an ad-hoc basis in six Member States (**DE, IE, IT, PL, SK<sup>178</sup>, UK**).

These Member States provide or provided for the possibility of private individual citizens or organisations (e.g. International Organisation, NGOs, etc.) to propose the admission of a specific person, family or group into the Member State. The existence or not of these private sponsorship programmes is presented in Figure 8.

<sup>172</sup> There are several studies in the area explaining private sponsorship, such as from Judith Kumin (2015), *Welcoming Engagement: How Private Sponsorship Can Strengthen Refugee Resettlement in the European Union*: [full report](#).

<sup>173</sup> Ibid.

<sup>174</sup> See the relevant [website](#).

<sup>175</sup> See the relevant [website](#).

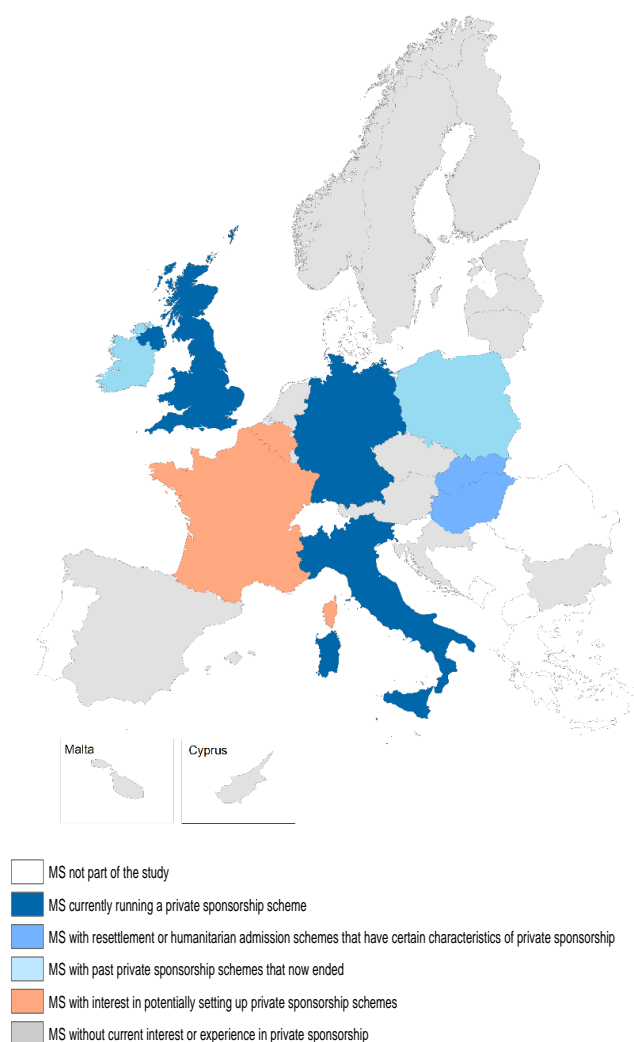
<sup>176</sup> See the relevant [website](#).

<sup>177</sup> See relevant [website](#).

<sup>178</sup> In case of Slovakia, the type of scheme can be considered as a combination of humanitarian admission and sponsorship programme, since the humanitarian admission was financed by a third party/sponsor.



Figure 8 Overview of private sponsorship programmes



So far, over the period 2011-2016 the number of persons resettled under private sponsorship in five Member States (**DE, IE, IT, PL, SK**) total around 22,262 persons, of which approximately 21,500 in Germany<sup>179</sup>, 294 in Italy<sup>180</sup> and less than 200 in Poland (157), Slovakia (149), and Ireland (119). For Italy, another 706 persons are expected over 2016/2017.

In the case of **Ireland**, where there were applications made in respect of 308 persons, less than half of that number were granted a permit.

These target groups vary, but in the case of EU Member States have mostly focused on families or persons from certain ethnic group or a specific country or region suffering from humanitarian crises.

The reasons why Member States have set up a private sponsorship programme or scheme therefore show wide variation, but recently relate to the humanitarian crisis in Syria and other conflict situations in the Middle East. Indeed, four Member States (**DE, IE, IT, PL**) set up a private sponsorship programme in response to the humanitarian crisis in Syria, whereas the programme from **Slovakia** focused on persecuted Christians from Iraq. In **Germany** the programme is tied to the war in Syria in most federal Länder, started in 2013 and will continue in some Länder. In **Ireland**, the **Syrian Humanitarian Admission Programme (SHAP)** ran for six weeks in March-April 2014 and focused on the protection of family unity. In **Poland**, the 2015 ad-hoc sponsorship initiative concerned around 50 Syrian families (157 people in total).<sup>181</sup> In **Italy** the focus was arguably wider and a convention signed by government and NGOs in December 2015<sup>182</sup> launched the experimental project “**Opening Human Corridors**”, through which beneficiaries can legally enter national territory and access the international protection system, thus reducing the possibilities of illegal trafficking. The first two humanitarian corridors were opened in Lebanon and Morocco and, after a first experimental phase of approximately six months, a third corridor was opened in Ethiopia.

Whereas the **German** and **Irish** programmes had a strong focus on individuals with family links to refugees, in three Member States (**IT, PL, SK**) private sponsorship programmes were implemented in cooperation with NGOs or private organisations for persons mostly without direct links to those countries.

**Poland** implemented the ad-hoc sponsorship initiative in cooperation with the Estera Foundation, which together with the Barnabas Fund acted as a sponsor for the Syrian families.

In **Slovakia**, the ad-hoc resettlement programme implemented in 2015 can be considered a combination of humanitarian admission and private sponsorship, since the resettlement of 149 persecuted Iraqi Christians was initiated by an NGO, which also carried the financial and material responsibility for the admitted persons and will provide comprehensive integration services during a period of three years.

<sup>179</sup> 21,500 persons were granted visas to enter Germany until the end of 2015 under the federal Länder's admission programmes.

<sup>180</sup> Figure as expectation for 2016.

<sup>181</sup> Poland is not considering to repeat the sponsorship programme because it was widely criticised by many

stakeholders and it cannot be described as completely successful.

<sup>182</sup> Signed by the Ministry of Foreign affairs, the Ministry of the Interior, the Community of Sant'Egidio, the Federation of Evangelical Churches and the Waldensian Table.

Furthermore, two Member States (**FR, HU**) present evidence of certain characteristics of private sponsorship carried out under their national resettlement schemes, thus presenting a certain hybrid model. In **France**, under the visa scheme for asylum purposes, the Asylum Department of the Ministry of Interior has been organising for several years the reception of Iraqi nationals in cooperation with associations and families present on French territory, in light of the many requests from private individuals wishing to receive migrants. In light of the positive outcome of this cooperation, French authorities recognise the usefulness of this experience, particularly in terms of integration of beneficiaries; although this scheme is not considered as a private sponsorship scheme as such. Similarly, the national resettlement programme in **Hungary** permits cooperation between national authorities and NGOs or international organisations under the general resettlement programme. So far, 120 have been admitted in this scheme.

**France** has considered setting up a private sponsorship programme. At the same time, the **United Kingdom**, in the wake of the successful experience of other countries currently operating models of sponsorship, started its “**community sponsorship**” scheme in July 2016. The scheme will enable community groups to support refugees arriving as part of the UK’s wider resettlement programme.

### 3.2 ELIGIBILITY CRITERIA, STATUS GRANTED AND SPONSOR OBLIGATIONS

This section sets out the eligibility criteria, status granted and sponsor obligations in five Member States (**DE, IE, IT, PL, SK**) with (elements of) a private sponsorship programme or scheme, as the UK Community Scheme is too recent for inclusion in this report.

#### *Eligibility criteria*

Eligibility criteria for the selection of beneficiaries of private sponsorship differ in all Member States. Three Member States (**DE, IE, IT**) had vulnerability as a key criterion, whereas for **Poland** and **Slovakia**, persons to be resettled through private sponsorship were proposed by the sponsors on the basis of persecution for religious reasons (both programmes were implemented to resettle Christians).<sup>183</sup>

In **Germany**, target groups are largely similar across the Länder, but specific requirements (such as declarations and costs to be covered by the sponsor) can differ, while quotas are set by some Länder. The sponsor must be German or Syrian citizens holding a limited or unlimited residence permit and related to the refugee to be resettled. After security screenings and verifications, the final decision is taken by the local foreigner’s authority and the competent diplomatic mission.<sup>184</sup>

In **Ireland**, applications under SHAP could be made by naturalised Irish citizens of Syrian birth but also for Syrian nationals already lawfully resident in the country who could prove a family link with a Syrian living in Syria or displaced in neighbouring countries. A quota of two family members per sponsor was established under the sponsorship programme. Sponsors could submit applications for up to four of their most vulnerable family members (two of whom had to be prioritised). However, the quota was approached flexibly in order to protect and avoid the breaking up of family units. Priority was given to elderly parents, children, single mothers and their children, single women and girls at risk and disabled persons.

#### *Status granted*

Different statuses are granted to the sponsored resettled person or family. In **Germany**, the refugee receives a residence permit for up to two years, with the possibility of extension, and allowing them to work, while minors have full access to education.

In **Ireland**, beneficiaries received a stamp associated with the humanitarian admission programme, allowing them to work, establish a business or invest in the State.

In **Italy**, **Poland** and **Slovakia**<sup>185</sup> the beneficiaries arrived with a national visa, were admitted as asylum applicants and then received the status of international protection.

#### *Sponsor’s obligations*

As outlined in Table 6 below, in all five Member States the majority of costs related to the resettlement of a migrant through private sponsorship is covered by the sponsor individual or organisation.

<sup>183</sup> In case of Poland, vulnerability was also a criterion (Syrians escaping life threat).

<sup>184</sup> In 2016 the adoption of the new Integration Act limited the duration of liability in case of a declaration of commitment to five years in general and to three years for old cases. Though, the act also defines that a

declaration of commitment shall not expire before the expiration of the period of five (old cases: three) years from entry of the foreigner due to the granting of a residence permit for humanitarian reasons.

<sup>185</sup> In the case of Slovakia, the beneficiaries received asylum on humanitarian grounds.

In **Ireland**, persons admitted had free access to essential medical treatment and services necessary for the protection of public health as well as early childhood, primary and secondary education for those under 18 years. In **Poland**, the sponsor organisation had to guarantee a fixed support cost per person per month (400 PLN – approx. 100 EUR) in order to cover housing, household and other expenses. Similarly, in **Slovakia** the sponsor provides a monthly allowance of € 100 per person, which will be gradually reduced over the course of 3 years. In **Germany**, if the sponsored person decides to file an asylum application, the sponsor needs to pay all the relevant costs, including departure costs in case of deportation. However, since the declaration of commitment represents a significant financial burden for the sponsor that might threaten the sponsor's financial viability, in 2014 the federation and the federal Länder agreed that expenses for medical care in case of illness shall generally be borne by the Länder.

In **Italy**, all costs except the airfare (covered by Alitalia) are borne by the sponsoring associations.

*Table 6 Obligations of the sponsor*

Obligation	DE	IE	IT	PL	SK
<b>Visa fees</b>	Yes <sup>186</sup>	Yes	Yes	No	No
<b>Travel costs</b>	Yes	Yes	Yes	Yes	Yes
<b>Medical costs</b>	No <sup>187</sup>	Yes <sup>188</sup>	Yes	Yes <sup>189</sup>	No
<b>Housing</b>	Yes	Yes	Yes	Yes	Yes
<b>Household</b>	Yes	Yes	Yes	Yes	Yes
<b>Other</b>	Yes	Yes	Yes	Yes	Yes

Finally, evidence of monitoring and evaluation of private sponsorship programmes was reported by three Member States (**IT, PL, SK**). In **Italy**, a **Monitoring and Assessment Centre** (with the participation of UNHCR and the IOM) will examine results and effectiveness.

In **Poland**, the sponsor cooperated with over 20 guardians (local communities, Christian communities, parishes, Polish families) liaising with the Office for Foreigners on problems and needs information subsequently transmitted to relevant national authorities. In **Slovakia** the ministry monitored and liaised with NGOs for support, guidance and provision of counselling for beneficiaries.

<sup>186</sup> The visa fee can be waived for humanitarian admissions.

<sup>187</sup> Within the framework of the private sponsorship programmes for refugees from Syria, in 2014 the federation and the participating federal Länder agreed on bearing all medical costs. Nevertheless, this may not be considered a general rule. In July 2016, the Integration Act was adopted amending Section 68, subs. 1 of the Residence Act: "Anyone who has provided [...] a declaration of commitment to bear a foreigner's living expenses shall be required to reimburse all public

funds which are expended to cover the foreigner's living expenses, including the provision of living space, medical care in case of illness and any required nursing care, and including any such expenditure which is based on a legal entitlement of the foreigner".

<sup>188</sup> Sponsors are responsible for medical costs unless deemed essential or services necessary for the protection of public health.

<sup>189</sup> The Medical support was also granted by the Office for Foreigners during the process of qualifying foreigners for international protection.

## 4 Evaluations and identified challenges, good practices and lessons learnt

This section sets out results of evaluations of the various resettlement and humanitarian admission programmes, as well as challenges, good practices and lessons learnt.

The main reported sources of information on challenges and good practices were **reports on programme implementation** within the framework of evaluations of EU funds<sup>190</sup>. In some cases evaluations took place through **surveys distributed to the beneficiaries** of resettlement/humanitarian admission schemes, or **reports** prepared by the organisations involved.<sup>191</sup>

The reported experiences are limited as they were based only occasionally on complete evaluations. Also, evidence sometimes covered samples of beneficiaries and was often based on observations of practitioners or anecdotal evidence.

### 4.1 CHALLENGES – PRE-DEPARTURE AND DEPARTURE

(Member) States identified several challenges faced by actors involved in resettlement/humanitarian admission schemes in the pre-departure and departure phases.

#### *Complexity and length of selection procedure*

**Long selection procedures** and time required to organise departures were reported as key issues in seven (Member) States (**BE, DE, FI, FR, IE, NL, NO**). **Belgium** emphasised the need for swifter processing in resettlement operations while maintaining quality pre-departure procedures. Decisions on the size and the allocation of the quota could take a long time to be taken, which made an efficient and timely planning of the operations more difficult for some of the resettlement partners. When using Local Reception Initiatives as accommodation solution, the decision on the location of the housing is often made just before the arrival of the resettled refugees. This can hinder the supporting NGOs in the preparation and organisation of integration support in cooperation with partners in the municipalities.

A research project of the Federal Office for Migration<sup>193</sup> in **Germany** suggested that waiting for potential admission under the resettlement procedure was generally exhausting and discouraging for the responding beneficiaries.<sup>194</sup> This supports the finding of a report<sup>195</sup> of the organisations France Terre d'Asile (FTDA) and Forum Réfugiés, which stressed that the length of the selection process and the time to organise the departure had a negative impact on the individual resettled in **France**. Similarly, both UNHCR and the Dutch Council for Refugees<sup>196</sup> questioned the length of the resettlement procedure in the **Netherlands**, where refugees must wait an average of six months after selection to travel to the Member State. They argued that transfer to the Member State could provide more benefits than a longer stay in the country of refuge, e.g. because it accelerates the integration path. The Directorate of Integration and Diversity (IMDi) of **Norway** underlined that delays in departure from third countries created major administrative, economic and other logistics problems for the receiving communities. Selected refugees should arrive in Norway within six months from when the permit for resettlement is granted. In the meantime, receiving municipalities are required to rent apartment or buy house prior to the refugee's arrival.

#### *Logistical challenges in third countries of selection*

Operating in the country of first refuge where selection takes place was challenging for several Member States (**AT, BE, DE, FI, HU, IT, PL**). For instance in **Austria**, while the cooperation with Jordan was judged positively, the large flows of Syrians to Lebanon made resettlement operations challenging. In this country, transport was an issue as most refugees are housed in flats rather than camps. Finally, it should be noted that Turkish authorities mostly do not recognise Red Cross documents, thus increasing the burden on consular authorities.

#### *Specific characteristics and needs of target group*

Specific needs and changing characteristics of potential resettled persons constituted a challenge for some Member States (**AT, DE, FR, HU, PL**).

<sup>190</sup> Mainly the European Refugee Fund (ERF) and the Annual Migration and Integration Fund (AMIF).

<sup>191</sup> Where not further specified, the information on challenges and good practices are sourced from the national reports produced by the EMN NCPs for this study.

<sup>192</sup> This relates to private sponsorship, not resettlement.

<sup>193</sup> The ongoing project concerns resettled persons who were admitted to Germany in 2012 and 2014: Baraulina, Tatjana/Bitterwolf, Maria (undergoing):

Resettlement Study, Nuremberg: Federal Office for Migration and Refugees (BAMF).

<sup>194</sup> in contrast, interviewees asserted that once being chosen for a resettlement to Germany the procedure went quite quick, taking them about four months from the first approach of UNHCR until entering Germany.)

<sup>195</sup> "The resettlement of refugees in France: state of play and ways to improve", 2015.

<sup>196</sup> Regioplan, Reception of invited refugees. A survey into experiences with the present reception and care arrangements, 2012.

Some beneficiaries of the **Austrian** humanitarian admission programmes **presented their medical needs very late** in the identification phase, out of fear of not being allowed in programme.

This made it difficult to provide adequate services, such as wheelchairs, medical treatment and adequate housing. **Germany** and **Poland** noted that the **composition of families might change** in the period between the initial registration, the selection process and the departure by marriage, due to birth or joining of other relatives at a later stage. In **France**, some operators found that inadequately grouping of people complicated logistics and reception, leading to budgetary impacts on housing. Moreover, the increase of individuals with health problems require deployment of specialised care and therefore medical facilities nearby, as well as advanced sharing of relevant information to anticipate the support and prepare appropriate housing.

#### *Lack of or limited pre-departure information and orientation*

Lack or limited pre-departure information and orientation, or inability to organise it, was equally reported as a challenge (**AT, BE, FR, IT, NL**). Information about life in **Austria** prior to departure under the first Humanitarian Admission Programme (HAP I) was judged inadequate as a result of a UNHCR survey among participants. Hence, cultural orientation was provided under HAP II and, according to the IOM evaluation, the information provided was judged overall very good by most participants (94%, i.e., 212 out of 226). Similarly, in **France**, dissemination of information to selected individuals through cultural orientation training or booklets did not allow to give enough information or the right information regarding the travel and the conditions of reception. **Belgium** was not able to provide pre-departure information to beneficiaries selected on dossier basis and transferred individually, or when the local situation did not allow cultural orientation by its staff. In the **Netherlands**, due to funding having diminished, cultural orientation training courses offered IOM have been discontinued for dossier-selected refugees. IOM emphasised that preparing dossier-selected refugees is, nonetheless essential (see following paragraph 4.2 on 'good practices'). In the meanwhile, the Central Agency for Reception of Asylum Seekers (COA) stated that cultural orientation training courses have been overcome by deploying new technological possibilities to bring refugees 'up to speed' before their arrival in the Netherlands.

By making use of Skype sessions, refugees already living in the Netherlands can better prepare their countrymen in the country of refuge for their arrival in the Netherlands (see following paragraph 4.3 on 'good practices').

#### *Unrealistic expectations of beneficiaries*

Related to the above is the difficulty of managing expectations of resettled persons (**AT, BE, CZ, DE, FR, FI, HU, IT, LT, PL**). This was the case in **France** and **Poland**, where such limitation created misunderstandings and frustrations for families that often found reception and accommodation conditions different than expected. **Germany** and **Lithuania** also reported that some individuals already in possession of an approval for admission decided in the end not to leave because of the information and insights they had gained. **Hungary** and **Slovakia** noted the challenge of ensuring that expectations before arrival are realistic by providing information as accurate and objective as possible.

#### *Challenge of coordinating numerous stakeholders*

This is a challenge that applies both to pre-departure and post-arrival phases. **Austria, Italy, Poland** and **Slovakia** underlined that resettlement/humanitarian admission programmes may suffer great organisational challenges due to the number of actors involved and the difficulties in communication. A number of actions to ensure coordination among different actors were judged important, including: regular meetings between the actors involved, direct lines of communication and clear roles to each actor (such as by creating flowchart). In the **United Kingdom**, due to resettlement efforts being coordinated at local level, the content and structure of the GPP programme delivery often varies across the country, with various NGOs providing integration programmes in different ways. From this follows the importance of establishing **what is meant by integration** in the specific context of resettlement.

#### *Difficulty receiving information on potential beneficiaries*

A mission of Caritas to Lebanon regarding the **German** programme "HAP Syria" reported, among others, that **refugees included in the admission procedure were often difficult to reach**. The reason was that the responsible actors on the ground, mainly UNHCR, were often not notified of their contact data, changes in phone numbers or addresses.

Difficulties to reach candidates for resettlement was a problem also in **Hungary**. **Spain** experienced difficulties in receiving information about candidates from UNHCR that meet Spanish criteria, especially in regards to preference for the family unit.

The following other challenges were reported:



- ★ **Lack of travel documents** and obtaining these (**HU, LU**);
- ★ **Security** was highlighted as an obstacle in reaching the country of residence for three Member States (**PL, HU, SE**).
- ★ Limited possibility for **obtaining biometric data** (fingerprints, photo etc.) of resettled refugees during the selection missions, due to difficult transportation of the equipment, malfunctioning and failing internet connections (**NL, SE**).

#### 4.2 CHALLENGES – POST-ARRIVAL AND INTEGRATION

##### *Lack of available housing*

**Securing housing for resettled individuals** was highlighted as an issue in eleven Member States (**AT, BE, DE, EE, FI<sup>197</sup>, FR, IE, LU, NL, PL, SE**). In particular, the high influx of asylum seekers and refugees in mid-2015 reduced overall reception capacity in **Austria**. Several municipalities of **Belgium** and **Sweden** did not volunteer to provide housing. As a response, since 1 March 2016 **Sweden** introduced a mandatory system of geographical distribution for receiving and supporting refugees, including resettled refugees. **Belgium** had to use its structural reception network for asylum seekers, the Local Reception Initiatives, to accommodate resettled refugees after the initial reception phase. **Finland** reported difficulties in ensuring accommodation, especially for large families and refugees with serious medical conditions or other special needs. The hosting municipalities asserted that those groups required higher costs than those forecasted and covered by the Finnish government. In **France**, the expected volume of resettled persons and the joint arrival of several families represented a challenge for the operators in preparing the large number of housing adapted to their needs.

##### *Language learning*

Several (Member) States reported challenges in the area of integration services, with particular emphasis on **language learning** (**BE, CZ, ES, FI, FR, LU, NL, PL, NO**).

In **Belgium** and **Finland** dependence of language courses on certain mainstream services for the integration of newcomers can lead to capacity issues and thus waiting lists.

Similarly, in **Spain** the lack of social support networks by resettled persons hampered integration. An operator in charge of the permanent resettlement programme in **France** indicated that the maximum volume of 200 hours of French class was not sufficient to master the language correctly. This delayed employability and access to trainings and/or work. The **Netherlands** reported that knowledge of the Dutch language was the biggest obstacle in community insertion. Possible delays in the access to a language course also delays the moment when the resettled refugee has a fair command of Dutch. In **Norway**, the high rate of illiteracy among refugees required municipalities to spend proportionally large amount of resources on qualification programs.

##### *Time constraint and contingencies of resettlement and humanitarian admission operations*

Predicting the exact timing of resettlement and humanitarian admission operations was often difficult, and short-term arrivals constituted a key challenge (**BE, DE<sup>198</sup>, FR, IT, PL**). **Belgium** reported that the **lack of predictability of operations** was also due to the changing flow of asylum pressure. Similarly, **Poland** faced unforeseen events related the health conditions of resettled persons, influencing planning. In **Germany**, a working group open to all federal Länder<sup>199</sup> scrutinised the programme HAP I in 2012 and 2013, finding that information on arrivals, needs and transport was at times passed on to the municipalities at **very short notice**. This was seen as a crucial but challenging phase of the process, especially in case of specific medical needs and when requiring extensive preparations. In addition, the **French** report 'The resettlement of refugees in France'<sup>200</sup> highlighted that the arrival of many families with severe medical conditions requires correct information, including medical records, to be provided as soon as possible.

##### *Lack of (adequate) specialised support*

Several (Member) States (**BE, FI, FR, IE, LU, NL, SK, NO**) faced difficulties in deploying capacities and appropriate staff for vulnerable groups. In **Belgium** and **Finland** it was considered challenging for some municipalities to provide specialised psychological support for those affected by traumas.

<sup>197</sup> It should be noted that as Finland only proceeds with the resettlement of persons after securing housing the challenge itself particularly concerns the pre-departure phase as persons identified for resettlement will not be resettled before housing is secured.

<sup>198</sup> In case of HAP Syria, not for resettlement.

<sup>199</sup> The working group was open to all federal Länder and included representatives of the Standing

Conference of the Interior Ministers, the Federal Ministry of the Interior, the Federal Office for Migration and Refugees and the federal Commissioner for migration, Refugees, and Integration.

<sup>200</sup> "The resettlement of refugees in France: state of play and ways to improve", 2015.

High rates of post-traumatic stress and psychological illness challenges also put extra pressure on the mental health system in **Norway**. The preparation of the required capacities after arrival in the country of destination and involvement of appropriate staff with sufficient experience in working with vulnerable groups constantly represented a challenge in **Slovakia**. On the other hand, **France** and **Luxembourg** faced challenges in accommodating youngsters and vulnerable minors, while for Luxembourg there is the added challenges that u-25 are not entitled to guaranteed minimum income. Evaluations in the **Netherlands** suggested that **more attention should be paid to medical cases** on arrival in the recipient municipality. Generally, the overall coordination of healthcare in the municipality was a matter of concern. This particularly concerned the handover of the medical dossier from the medical advisory service of the immigration authorities to the GPs office in the municipality.

#### *Access to employment*

Beneficiaries of resettlement faced challenges in **finding employment** and receiving appropriate remuneration due to linguistic obstacles, low educational attainment and difficulties surrounding the recognition of qualifications. These are one of the key obstacles to long-term integration, specifically mentioned by seven Member States (**BE, ES, FI, FR, IT, LU, PL**). In **France**, the integration of beneficiaries is currently limited on the labour market due to poor language knowledge, physical and psychological traumas. In **Poland**, obstacles in entering the labour market mainly relate to poor language knowledge and recognition of diplomas (such as the right to practise as a medical doctor).

The following other challenges were reported:

- ★ **Administrative delays** in issuing a residence permit due to the requirement of formally applying for asylum after arrival (**BE**), or failed recording of biometric data (**NL**);
- ★ Beneficiaries of resettlement and humanitarian admission **move** because the Member State is perceived as a **transit country** (**HU, PL**<sup>201</sup>);

#### **Absence of an initial transition period (LU).**

Unlike other refugees who had been exposed to a waiting period following their asylum application and thus benefited from standardised and tailored support, resettled persons are expected to be independent at the outset.

Intensive tailored support for the longer period is therefore considered desirable.

#### 4.3 GOOD PRACTICES AND LESSONS LEARNT

This sub-section outlines some practices which were highlighted as positive or effective in implementing resettlement or humanitarian admission programmes or schemes.

##### *Coordination for a successful integration*

Smooth collaboration and communication among the different stakeholders, was widely reported a decisive factor for successful integration, while also saving resources (**AT, BE, DE, ES, FI, FR, IE, LU, NL, PL, SE, UK, NO**). In **Austria**, coordination was greatly supported through the **establishment of focal points** within each of the institutions involved, and through **quarterly stakeholder meetings** to share information. In **Belgium**, the establishment of a **steering group** to coordinate and plan resettlement operations, together with the organisation of **regular resettlement stakeholders meetings**, allowed sharing of experiences and knowledge with the result of improving the resettlement process. In **France** the **appointment of a prefect** in charge of facilitating permanent coordination between the State and the local entities was considered positive for organising the reception of resettled persons. The prefect gathered local actors, public institutions, operators and organisations in **regular steering committees**, including bringing together different ministries/stakeholders responsible for the various aspects of resettlement (Ministry of Housing and the Ministry of Social Affairs and Health, and those in charge of education issues, access rights and work. Valued positively was the **mobilisation of housing services stakeholders** through the Inter-ministerial Delegation for accommodation and access to housing (DIHAL). The DIHAL scheme for the resettled persons was created to find practical solutions to meet the housing challenge and resulted successful. Similarly, **Spain** underlined that regular meetings among integration stakeholders facilitated social and employment integration.

For instance, the '**Spanish Tripartite**' **working group on migration** was helpful in connecting government officers, labour unions and trade unions. In **Sweden**, the project SMAK (Strengthening the Reception of Resettled Refugees) was launched in 2013 to increase cooperation between the Migration Agency, local municipalities and county administrative boards.

<sup>201</sup> This however applied to only several persons.

It was perceived as having created a better understanding of roles and responsibilities and a better planned and managed resettlement procedure.

#### *Adequate information and cultural orientation*

The **pre-departure cultural orientation** courses that were conducted by IOM **Austria** in the countries of first refuge during the second phase of the Humanitarian Admission Programme were rated 'very good' by the majority of participants surveyed (212 out of 226) and most recommended the training to others (214 out of 226). These courses were implemented as a response to the identification of a greater need for information during the first phase. In order to respond to the lack of funding for information and orientation sessions, the **Netherlands** introduced an **internet-based communication service (Skype) to provide cultural orientation** courses to dossier-selected refugees before departure. This technological innovation made it easier to bring refugees upon arrival. In **Finland**, comprehensive pre-departure cultural orientation is considered an important and successful component in the integration process of quota refugees.

**Belgium** underlined the importance of the continuum between pre-departure and post-departure integration and information activities, the participation of relevant staff in the pre-departure cultural orientation missions, the development of a **cultural orientation methodology** improved incrementally based on (inter)national practices. Similarly, **timely provision of information** to persons selected for resettlement and/or humanitarian admission helped having informed beneficiaries in **Luxembourg** and **Slovakia**. The Luxembourgish authorities, in a joint effort with UNHCR, drafted a Q&A document on the resettlement programme, refugee status, rights and obligations, national culture and customs. This was sent to candidates before the mission, in order to prepare and make them aware and create realistic expectations. Indeed, both **United Kingdom** and **Slovakia** indicated that orientation courses conducted prior to arrival should include information on legal processes and are useful to **dispel myths on life in the Member States**.

#### *Missions to third countries*

The French national report stressed that **missions** conducted in countries of first refuge to select the candidates help to anticipate arrivals and to quickly grant persons international protection upon arrival in France.

These missions also helped to create a good relationship with the UNHCR in the country (Lebanon, Egypt, Jordan and Turkey) and speed up procedures. The Swedish Migration Agency has conducted 'go and see' visits to follow groups of refugees during their transfer to **Sweden**. These have proven important in optimising the resettlement process.

#### *Early medical assessment*

**Austria** valued positively **the medical assessment procedure** in Jordan. It concerns a "**health assessment**" to identify any mobility impairments, developmental deficiencies, eye problems and similar needs, including x-ray examination, three to five weeks before departure. This is followed by the **fit to travel assessment** shortly before departure. This second check aimed to avoid that the flight was cancelled or postponed due to medical reasons. The **medical check at an early stage** also allowed to communicate the relevant information and needs to the actors providing integration services after arrival.

#### *First reception tools*

Both the BAMF Resettlement Study<sup>202</sup> and a study of the Expert Council of German Foundations for Integration and Migration showed that **handling first reception centrally** for a period of 14 days had a positive impact in **Germany**. The following favourable aspects were stressed: availability of interpreting services, provision of clothing, medical care, counselling services, the possibility to prepare for the arrival in the municipalities and the initial orientation courses "A guide to Germany".

In **Poland**, the adaptation programme in reception centres, which included 6 and 8-month comprehensive assistance, had a good impact.

<sup>202</sup> The ongoing project concerns resettled persons who were admitted to Germany in 2012 and 2014: Federal

Office for Migration- (BAMF) Resettlement Study, Baraulina/Bitterwolf.

**Box 7: Good practice: Competence Centre for Integration in Germany**

The **Competence Centre for Integration** of the Arnsberg District Government is responsible for the reception and allocation of refugees in North Rhine-Westphalia. The centre visits resettlement refugees organised in groups, immediately after their arrival in the transit camp reception centres in Friedland and Bramsche (Lower Saxony). Case workers talk with the refugees to confirm or correct and complete the information previously received from the Federal Office for Migration and Refugees or UNHCR. The newly arrived resettled persons are informed about the next steps that take place after their arrival in the hosting municipality and about the counselling services available there.

*Direct access to housing*

According to the report of FTDA and Forum Réfugiés, **direct access to housing encouraged integration in France**. This direct access to housing is the main feature of resettlement in all programmes in place in the Member State, notably through the **'shifting to rent' device** ("bail glissant"). This is a rental practice to accompany the resettled people from supported to independent housing. The transitional phase between the sub-renter and the tenant lasts on average 12 months, at the end of which the beneficiary should be able to pay a rent. This implies that beneficiaries are provided accommodation which they can afford, based on what is their expected personal income in the short term. The main objective of this tool was to **promote independence and the rapid integration** of resettled persons. This is the case in **Finland** and the **Netherlands**, where immediate availability of lodgement in a residence was regarded as a good practice.

*Peer support*

Peer support from other refugees in the same group was a positive experience in **Finland**, where peers operated as intermediaries. In the **Netherlands**, training sessions were held with the **participation of refugees staying in the Member State**, who are in a better position to prepare their countrymen. The UNHCR welcomed the involvement of settled refugees that supported the new arrived as a 'buddy' and were also present at Schiphol airport on arrival.

*The role of volunteering*

The Dutch COA also emphasised the importance of the social involvement of volunteers in the **Netherlands**. In **France**, authorities encouraged initiatives undertaken by volunteers to complement professional operators.

This mix gave rise to a positive combination of professional support and daily support to resettled families by the volunteers. **Germany** reported the initiative 'Welcome to the village!' ("Willkommen im Dorf!") in Jugenheim, Rhinehessen. Since 2014, volunteers have supported families or single refugees received under the resettlement or humanitarian admission programmes in dealing with the authorities and learning the language. Volunteers facilitated membership in sports clubs and set up tutoring to help with school work. The initiative also helped informing the local population of the situation in the countries of origin of resettled persons and the circumstances of their settlement to reduce prejudices and increased **community support**. The initiative also produced a manual to pass on their experience to other communities in rural areas. **Finland** also highly values the role of volunteers and promotes the involvement of resettled persons in activities and volunteering as successful method for inclusion.

In the area of voluntary support, **Poland** noted a good practice in the creation of a 'bank of offers', i.e. a variety of in-kind services offered on voluntary basis to support integration. The 'bank' initiative which was widely promoted among potential aid donor and supported by religious organisations, companies and individuals.

In addition, the following relevant lessons learnt were identified by (Member) States:

- ★ **Quick registration** of new arrived. In the **Netherlands**, the COA suggested that a quick registration of refugees via the municipality in the Persons Database and a simultaneous issuing of a Citizen Service Number, especially important in view of access to services depending on this number, facilitated faster insertion. The value of managing the process electronically was also highlighted by **Finland**;
- ★ **Geographical location** of resettled persons was considered important in **Luxembourg**: being located close to an urban centre might enable easier access to institutions for administrative purposes and facilitate contact with residents;
- ★ **Engaging local communities/churches** in the integration process contributed to successful settlement (**FI, PL, SK, NO**);
- ★ **Positive messaging** and organising common events with refugees and local citizens (**Finland**).

### *Private sponsorship*

In Germany, the federation and the federal Länder resolved in 2014 that expenses for medical care in case of illness shall generally be borne by the Länder, since the declaration of commitment represents an extreme financial burden for the sponsor that might even threaten a person's very existence. Furthermore, in 2016 the adoption of the new Integration Act limited the duration of liability in case of a declaration of commitment to five (for old cases three) years in general. Though, the act also defines that a declaration of commitment shall not expire before the expiration of the period of five (old cases: three) years from entry of the foreigner due to the granting of a residence permit for humanitarian reasons.



## 5 Conclusions

This Study provides an overview of the permanent and ad-hoc programmes and schemes for resettlement and humanitarian admission in EU Member States and Norway.

Following resettlement activities announced in the European Commission's "European Agenda for Migration" in 2015, national commitments and pledges have risen. In the wake of the humanitarian crisis associated with the ongoing civil war in Syria, Member States have stepped up efforts to provide protection as a durable solution for groups of refugees, implement international solidarity and provide safe, legal avenues for migration. In the same period the number of Member States setting up resettlement schemes has risen steadily, showing commitment to carry out agreements reached at EU level.

The last few years have also seen a growth in private sponsorship initiatives, both in the number of Member States having set up such schemes and the number of persons admitted. When all these initiatives are taken into consideration the number of persons resettled or admitted under most humanitarian admission or private sponsorship schemes has exceeded 90,000 persons over 2011-2015, a considerable effort and a very important, durable solution for the persons concerned. Nonetheless, the numbers remain far lower than the number of asylum seekers that often arrive in the EU via perilous journeys involving human smugglers and severe physical and emotional hardship. In the same vein, information on the overall efforts of EU Member States in resettlement and humanitarian admission also mask differences in take-up as a share of Member State populations.

This study identifies policies and practices in resettlement and humanitarian admission in all Member States currently running such programmes and schemes. While some Member States have longstanding traditions of resettlement and humanitarian admission – some dating back to the 1950s – other Member States are currently in the process of implementing resettlement commitments at EU-level and/or setting up long-term resettlement programmes themselves.

There are significant differences in the way Member States deal with the implementation of resettlement and humanitarian admission activities. The way Member States go about choosing candidates for resettlement is, however, often strongly tied to UNHCR, which for many programmes and schemes identifies candidates and ensures their eligibility as refugees. Differences emerge in the priorities and methods followed by Member States in selecting candidates for resettlement.

Once suitable candidates have been identified (via UNHCR or directly), the typical approach for the selection of candidates often includes selection missions consisting of interviews, though in some cases candidates are identified via dossier selections, the latter mostly in emergency cases and third countries with security issues preventing selection missions.

Once candidates have been selected, they are prepared for their transfer to the Member State. They receive information prior to departure – the quality and breadth of which appears to have improved over time – typically about the procedure and practicalities necessary for understanding the Member State of resettlement. At the same time, in-depth cultural orientation – through the provision of training or workshops – prepares the candidate for life in the Member State, covering topics such as education, healthcare and the labour market, but also including the management of expectations. Information and cultural orientation are important features of resettlement and humanitarian admission, and are elements of an organised and orderly process different from the spontaneous arrivals of asylum seekers characterised by limited or inaccurate information.

When an admitted person arrives in the host country and has completed a medical check-up, she or he receives immediate support to fulfil basic needs. In most Member States those admitted are initially housed in reception centres – a situation that can last for weeks or even months – though a few Member States ensure immediate placement in private, social or council housing. Equally different is geographical distribution across the territory of the Member State, which is a feature of about half of the countries running resettlement and humanitarian admission programmes or schemes. Because of this distribution – often the product of careful planning and preparation by national and local authorities – resettled persons are typically dissuaded (at least initially) from moving elsewhere.

In a similar vein – and understandably so – approaches to the long-term integration of persons resettled or admitted on via a resettlement or humanitarian admission programme differ widely, as is the case for refugees granted a status via the asylum process. Access to family reunification is possible – and similar to the right other refugees enjoy – across all Member States. Interestingly, some Member States have opened up separate channels of private sponsorship programmes, to further facilitate the admission of family members.

There is a key role for volunteers, local NGOs and other civil society organisations as resettlement and humanitarian admission programmes strongly rooted in local community involvement are often better equipped to foster understanding and support for resettlement and humanitarian admission. Successful integration is facilitated by ensuring the person and family is an active part of the local community and receives tailored assistance in participating in local-level activities.<sup>203</sup> This could also help preventing people from moving elsewhere.

Private sponsorship programmes and schemes are therefore essential for a better understanding of the wider phenomenon of resettlement and humanitarian admission. While not clearly defined – and generating discussion – central to private sponsorship is that the premise of proposing a person or family for resettlement lies with private citizens, groups or organisations (such as churches or NGOs), though the final decision on granting admission remains the exclusive competence of national authorities. Apart from de-facto temporary broader family reunification schemes, these schemes can also focus on certain religious or ethnic groups or as an international protection system via a human corridor from war-stricken areas (such as Syria). Private sponsorship can therefore play a part in ensuring legal avenues of migration and providing for durable solutions for refugees.

The decades-long experience of several (Member) States with resettlement and/or humanitarian admission programmes and schemes brings to the fore a wide array of challenges that need(ed) to be addressed for their set-up, implementation and management. The length and complexity of procedures, relations with international organisations for on-the-ground assistance, relations with authorities in third countries for obtaining documentation, the provision of quality information and managing expectations are key challenges even before the person has been transferred to the (Member) State.

Equally so, on arrival, other challenges present themselves. These include housing, access to employment, satisfying (at times specialised) medical needs and long-term education, language learning and vocational training are challenges when integrating resettled and admitted persons. Ensuring effective coordination between the many stakeholders involved in the process is considered a key requirement for successful management.

In recent years, resettlement, humanitarian admission and private sponsorship have been a growing and more widespread phenomenon for EU Member States. These are crucial instruments in responding to humanitarian crises by providing tailor-made, durable solutions for those individuals and families fleeing conflict.

However, in spite of its recent growth and its nature as a long-term solution for people in need of humanitarian protection, resettlement and humanitarian admission programmes and schemes remain comparatively small in size and are different across Member States. Despite important advantages, by opening up legal avenues and tackling smuggling, challenges remain. Due to the high numbers of arrivals in the EU of asylum seekers and economic migrants, there are growing calls for strengthening and expanding legal channels of migration. Challenges remain in the context of expanding EU-wide capacity for resettlement and ensuring sufficient administrative, technical, financial and human resources for not just preparing for and carrying out resettlement and humanitarian admission, but also ensuring effective reception and integration of admissions. Amid growing societal concerns across EU countries of high arrivals of asylum seekers and economic migrants, equally important is ensuring broad understanding and acceptance in communities of the advantages of orderly processes of resettlement and humanitarian admission.

Good practices were highlighted by several (Member) States, including on working closely with countries of first refuge to improve cooperation with authorities and UNHCR; the use of regular contacts between all stakeholders involved, such as via focal points and steering committees; early medical assessments to prepare services in the Member States for specific medical needs; comprehensive methodologies for offering thorough cultural orientation, including via internet-based systems and websites; the establishment of a competence centre for integration and multi-agency cooperation between integration services; planning systems for arranging housing and accommodation.

Across all relevant areas of resettlement and humanitarian admission, the significant experiences that (Member) States have in carrying out their programmes and schemes, have resulted in several good practices. These can inspire policymakers and practitioners across the domain to continuously improve the implementation of resettlement and humanitarian admission activities across the EU. \*\*\*\*

<sup>203</sup> In this regard, see the work done by the [European Resettlement Network](#) and the [SHARE Network](#).

## Annex 1 Glossary of terms

**Asylum:** A form of protection given by a State on its territory, based on the principle of non-refoulement and internationally or nationally recognised refugee rights and which is granted to a person who is unable to seek protection in their country of citizenship and / or residence, in particular for fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion.

**Asylum seeker:** in the global context, a person who seeks safety from persecution or serious harm in a country other than their own and awaits a decision on the application for refugee status under relevant international and national instruments. In the EU context, a person who has made an application for protection under the Geneva Convention in respect of which a final decision has not yet been taken.

**Application for asylum:** an application made by a foreigner or a stateless person which can be understood as a request for protection under the Geneva Convention of 1951 or national refugee law.

**Application for international protection:** A request made by a third-country national or a stateless person for protection from a Member State, who can be understood to seek refugee status or subsidiary protection status, and who does not explicitly request another kind of protection, outside the scope of Directive 2011/95/EU, that can be applied for separately.

**Beneficiary of international protection:** means a person who has been granted refugee status or subsidiary protection status.

**Country of first refuge (or transit country):** the refugee's country of first refuge after having fled the territory of the third country he or she is a citizen of.

**Durable solutions:** Any means by which the situation of refugees can be satisfactorily and permanently resolved to enable them to live normal lives.

**Geneva Convention:** means the Convention relating to the Status of Refugees done at Geneva on 28 July 1951, as amended by the New York Protocol of 31 January 1967

**Humanitarian admission:** The term "admission" is defined as "the lawful entry of an alien onto the territory of a State after inspection and authorisation by an immigration officer". The term "humanitarian admission" is however not defined. In the context of this study, humanitarian admission refers to schemes which are similar to resettlement but for varying reasons do not fully match the definition of resettlement. For example, resettlement may be

a permanent solution for the people benefiting from it, while humanitarian admission may be temporary. A refugee status determination (by the UNHCR) could be a precondition for resettlement while humanitarian admission could be available to a wider range of potential beneficiaries.

**Humanitarian protection:** a person covered by a decision granting authorisation to stay for humanitarian reasons under national law concerning international protection by administrative or judicial bodies.

**International protection:** in the global context, the actions by the international community on the basis of international law, aimed at protecting the fundamental rights of a specific category of persons outside their countries of origin, who lack the national protection of their own countries. In the EU context, international protection means protection that encompasses refugee status and subsidiary protection status.

It includes persons who are not eligible for international protection as currently defined in the Qualifications Directive ([Directive 2011/95/EU](#)) but are nonetheless protected against removal under the obligations that are imposed on all Member States by international refugee or human rights instruments or on the basis of principles flowing from such instruments. [...] persons granted a permission to stay for humanitarian reasons but who have not previously applied for international protection are not included under this concept."

**Integration:** in the EU context, a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States.

**International protection:** In the global context, the actions by the international community on the basis of international law, aimed at protecting the fundamental rights of a specific category of persons outside their countries of origin, who lack the national protection of their own countries. In the EU context, protection that encompasses refugee status and subsidiary protection status.

**Other refugees:** in the context of this study, those refugees that do not enter the Member State via resettlement or humanitarian admission.

**Orientation courses:** Orientation courses typically provide factual information about the country of destination but may also aim to foster positive attitudes for successful adaptation in the long run. These could include opportunities for migrants to gain (and practice) the necessary skills needed to facilitate their integration and to develop helpful attitudes including pro-activity, self-sufficiency and resourcefulness (knowing how to find the information they are seeking); skills

include knowing how to conduct oneself in certain situations, time management and goal-setting, as well as being able to navigate complex systems including banking, social, health and emergency services, transportation etc. (Source: IOM Best Practices IOM's migrant training and pre-departure orientation programmes).

**Person eligible for subsidiary protection:** a third-country national or a stateless person who does not qualify as a refugee but in respect of whom substantial grounds have been shown for believing that the person concerned, if returned to his or her country of origin, or in the case of a stateless person, to his or her country of former habitual residence, would face a real risk of suffering serious harm and is unable or, owing to such risk, unwilling to avail himself or herself of the protection of that country;

**Private sponsorship:** There is no common and agreed definition of private sponsorship. A key element of private sponsorship is that a person, group or organisation assumes responsibility for providing financial, social and emotion support to a resettled person or family, for a predetermined period of time (usually one year or even) or until the person or family becomes self-sufficient. Additionally, sponsors have the option of naming the person or family they are willing to support in resettlement, though some sponsors do not have specific persons in mind but rather seek to match a certain profile.<sup>204</sup>

**Quota of resettled/admitted persons:** target number of persons that the Member State plans to resettle/admit in its territory, under its national scheme(s). The quota can be defined either on an annual or multiannual basis.

**Refugee:** In the global context, either a person who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside the country of nationality and is unable or, owing to such fear, is unwilling to avail themselves of the protection of that country, or a stateless person, who, being outside of the country of former habitual residence for the same reasons as mentioned before, is unable or, owing to such fear, unwilling to return to it.

In the EU context, either a third-country national who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, political opinion or membership of a particular social group, is outside the country of nationality and is unable or, owing to such fear, is unwilling to avail themselves of the protection of that country, or a

stateless person, who, being outside of the country of former habitual residence for the same reasons as mentioned above, is unable or, owing to such fear, unwilling to return to it, and to whom Art. 12 (Exclusion) of Directive 2011/95/EU does not apply.

**Refugee status:** The recognition by a Member State of a third-country national or stateless person as a refugee.

**Resettlement:** In the global context, the selection and transfer of refugees from a state in which they have sought protection to a third state which has agreed to admit them as refugees with permanent residence status. 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.<sup>205</sup>

In the EU context and specifically for the purposes of this Study, the transfer, on a request from UNHCR and based on the need for international protection of a third-country national or stateless person, from a third country to a Member State, where they are permitted to reside with one of the following statuses:

(i) refugee status within the meaning of Art. 2(d) of Directive 2011/95/EU; or

(ii) a status which offers the same rights and benefits under national and EU law as refugee status."

**Residence permit:** Any authorisation issued by the authorities of an EU Member State allowing a non-EU national to stay legally in its territory

**Subsidiary protection status:** recognition by a Member State of a third-country national or a stateless person as a person eligible for subsidiary protection;

**Third-country national:** means any person who is not a citizen of the Union (including stateless persons) within the meaning of Article 17 (1) of the Treaty and who is not a person enjoying the Community right of free movement, as defined in Article 2(5) of the Schengen Borders Code.

**United Nations High Commissioner for Refugees:** The refugee agency of the United Nations (UN) mandated to lead and coordinate international action to protect refugees and resolve refugee problems worldwide, and to safeguard the rights and well-being of refugees.

<sup>204</sup> MPI Europe, "Welcoming engagement: How private sponsorship can strengthen refugee resettlement in the European Union".

<sup>205</sup> UNHCR Resettlement Handbook can be found [here](#).



## Annex 2 Additional information

**Table A2.1 Resettlement and other schemes in place in the Member States and Norway in the period 2011-2016**

	Name of the scheme	Type of scheme	Permanent / Temporary (ad-hoc)	Duration
<b>AT</b>	Humanitarian Admission Programme	humanitarian admission	temporary/ad-hoc	since 2013
<b>BE</b>	Resettlement Programme	resettlement	permanent	since 2013 (before, ad-hoc schemes since 2009)
<b>BG</b>	Framework of a National mechanism for implementation of the commitments of the Republic of Bulgaria with regard to resettlement	resettlement	permanent	2016
<b>CY</b>	n/a – under set up	n/a	n/a	n/a
<b>CZ</b>	1. Resettlement programme 2. Ad hoc humanitarian admission scheme	1. resettlement 2. humanitarian admission	1. permanent 2. temporary/ad-hoc	1. since 2008 2. since 2005
<b>DE</b>	1. Resettlement programme 2. Humanitarian Admission Programme (HAP Syria) 3. Admission Procedure for Afghan Local Staff (AP Afghanistan) 4. Privately sponsored programmes for Syrians	1. resettlement 2. humanitarian admission 3. admission 4. private sponsorship	1. permanent 2. temporary/ad-hoc 3. temporary/ad-hoc 4. temporary/ad-hoc	1. since 2012 2. 2013-2016 3. since 2012 4. since 2013
<b>EE</b>	Resettlement programme	resettlement	temporary/ad-hoc	since 2015
<b>EL</b>	n/i	n/i	n/i	n/i
<b>ES</b>	Resettlement programme	resettlement	permanent	since 2010
<b>FI</b>	Resettlement programme	resettlement	permanent	since 1985 (ad hoc -programme since 1979)
<b>FR</b>	1. The Framework Cooperation Agreement between the UNHCR and France 2. Special reception operation of Syrian and Palestinian refugees in Syria 3. Ad-hoc reception of displaced Syrians through European programmes	1. resettlement 2. resettlement and humanitarian admission 3. humanitarian admission	1. permanent 2. temporary/ad-hoc 3. temporary/ad-hoc	1. since 2008 2. since 2013 3. since 2015
<b>HR</b>	n/a – being set-up	n/a	n/a	n/a
<b>HU</b>	resettlement programme	resettlement	permanent	since 2012
<b>IE</b>	1. Irish Refugee Protection Programme; 2. Syrian Humanitarian Admission Programme (SHAP)	1. resettlement 2. private sponsorship	1. permanent 2. temporary/ad-hoc	1. since 1998 2. March – April 2014
<b>IT</b>	1. National Resettlement Programme 2. Opening Human Corridors	1. resettlement 2. private sponsorship	1. permanent 2. temporary/ad-hoc	1. since 2015 2. since 2015
<b>LT</b>	n/a – being set-up	n/a	n/a	n/a
<b>LU</b>	1. Annual resettlement 2. Ad-Hoc resettlement	1. resettlement 2. resettlement	1. temporary/ad-hoc 2. temporary/ad-hoc	1. since 2013 2. since 2015



	Name of the scheme	Type of scheme	Permanent / Temporary (ad-hoc)	Duration
<b>LV</b>	n/a – being set-up	n/a	n/a	n/a
<b>MT</b>	n/a – being set-up	n/a	n/a	n/a
<b>NL</b>	Resettlement programme	resettlement	permanent	since 1977
<b>PL</b>	1. Evacuation of Ukrainian citizens of Polish origin and their families 2. Reception of Christians from Syria	1. humanitarian admission 2. private sponsorship	1. temporary/ad-hoc 2. temporary/ad-hoc	1. 2014-2015 2. 2015
<b>PT</b>	n/i	n/i	n/i	n/i
<b>RO</b>	n/i	n/i	n/i	n/i
<b>SE</b>	Resettlement programme	resettlement	permanent	since 1950
<b>SI</b>	n/i	n/i	n/i	n/i
<b>SK</b>	Admission of Christian Iraqis	Combination of humanitarian admission and sponsorship programme. <sup>206</sup>	temporary/ad-hoc	2015
<b>UK</b>	1. Syrian Vulnerable Person's Resettlement Scheme (VPRS) 2. Gateway Protection Programme (GPP) 3. Mandate Refugee Scheme (MRS) 4. Community Sponsorship Programme	1. resettlement 2. resettlement 3. resettlement 4. private sponsorship	1. permanent 2. permanent 3. temporary/ad-hoc 4. temporary/ah-hoc	1. since 2014 2. since 2004 3. n/i 4. since 2016
<b>NO</b>	Resettlement Programme	resettlement	permanent	since 1970

Source: National Reports

n/i = information not available

n/a = not applicable

Source: National Reports

<sup>206</sup> since the humanitarian admission was financed by a third party/sponsor.

**Table A2.2 Requirement of continuous legal residency before being able to obtain citizenship**

<b>Years</b>	<b>Member States</b>
<b>10</b>	ES <sup>207</sup> , UK <sup>208</sup>
<b>8</b>	DE, EE, SE <sup>209</sup>
<b>7</b>	DE <sup>210</sup> , LU
<b>6</b>	AT, DE <sup>211</sup> , UK <sup>212</sup>
<b>5</b>	BE, BG <sup>213</sup> , CZ, ES, IE <sup>214</sup> , IT, NL, SE <sup>215</sup> , UK <sup>216</sup>
<b>4</b>	FI, SE, SK
<b>3</b>	BG <sup>217</sup> , HU, IE <sup>218</sup> , NL <sup>219</sup> , NO <sup>220</sup> , SE <sup>221</sup>
<b>No continuous legal residency condition</b>	FR <sup>222</sup>

<sup>207</sup> Beneficiaries of international protection/humanitarian status.

<sup>208</sup> VPRS refugees: five years before applying for permanent residence permit plus five years before applying for citizenship. GPP only five years.

<sup>209</sup> If the applicant is not able to show any reliable identification documents to prove his/her identity, he/she had to wait eight years before being granted Swedish citizenship subject to certain conditions.

<sup>210</sup> Naturalisation may already be applied for after seven years of stay in Germany if the Federal Office for Migration and Refugees proves the successful attendance of an integration course.

<sup>211</sup> Naturalisation may already be applied for after a six year of stay in Germany, when special integration efforts have been made, specifically if level B2 language skills have been acquired.

<sup>212</sup> For beneficiaries of the VPRS

<sup>213</sup> For beneficiaries of humanitarian status.

<sup>214</sup> Persons granted humanitarian leave to remain. For IE, also SHAP beneficiaries.

<sup>215</sup> Other persons in need of protection needed to have resided in the country for five years; however, a person in need of protection who was stateless could can obtain Swedish citizenship after having legally resided in the country for four years. Minors (under 18 years) can become Swedish citizens after five years even if they could not prove their identity

<sup>216</sup> For beneficiaries of the GPP.

<sup>217</sup> Beneficiaries of refugee status. For IE, also SHAP beneficiaries.

<sup>218</sup> The 5-year residence requirement can be waived in the case of Programme Refugees at the Minister's discretion. Currently, the Minister waives 2 years.

<sup>219</sup> If refugee is stateless.

<sup>220</sup> Norway mentions 'permanent residence permit' instead of citizenship.

<sup>221</sup> Stateless children could become Swedish citizens by notification after having lived in the country for three years

<sup>222</sup> Resettled refugees do not have to comply with any legal residency condition to obtain citizenship.

**Table A2.3 Provision of information upon arrival**

<b>Years</b>	<b>Member States</b>
National language courses	AT, BE, BG, CZ <sup>223</sup> , DE, EE, ES, FI, FR, IT, LU <sup>224</sup> , NL, PL, SE, SK
House market	AT, BE, CZ, DE, FI, FR, IE, NL, PL
Lifestyle, cost of living and community orientation	BE, BG, CZ, DE, EE, FI, FR, HU, IE, IT, LU, SE, SK, UK, NL, PL
Healthcare	AT, BE, CZ, DE, FI, IE, IT, LU, NL, PL, SE, SK, UK
Education	AT, BE, BG, CZ, DE, EE, ES, FI, IE, IT, LU, NL, PL, SE, UK
Labour market	AT, BE, BG, CZ, DE, EE, ES, IE, FI, FR, IT, NL, PL, SE, SK, UK
Fears and expectations	BE, CZ, FI, PL
Family reunification	AT, BE, BG, CZ, DE, FI, NL, PL, SE, UK
Public transport	BE, FI, CZ, DE, HU, LU, PL, UK
Public services and banks	BE, CZ, DE, EE, FI, FR, HU, IE, LU, PL, UK
General overview on rights (individual, children, women's status)	BE, BG, CZ, DE, EE, FI, FR, HU, IE, IT, LU, PL, SE, SK
Recycling	BE, CZ, FI

<sup>223</sup> Currently, brochures consisting of all the mentioned information are being elaborated. They are planned to be finalised and distributed in 2017.

<sup>224</sup> Bill n°6977 of 24 March 2016 on the Luxembourgish nationality foresees to reduce the residence requirement to 5 years of which solely the last year preceding the application shall be continuous.

**Table A2.4 Immediate support upon arrival**

Type of support	Member State
Airport pick-up <sup>225</sup>	All <sup>226</sup>
Provision of temporary documentation	All MS upon arrival <sup>227</sup> , FI and PL prior to departure
Clothing	All <sup>228</sup>
Food	All
Medical examination upon arrival	All <sup>229</sup> . For HU, DE, IT follow-up examinations upon arrival are repeated only on a needs basis
Interpretation upon arrival	BE, BG, CZ, DE, EE, ES, FI, FR, HU, IE, IT, LU, NL, NO, PL, SE, SK, UK
Guardianship for UAMs	BE <sup>230</sup> , ES, NL

**Table A2.5 Annual or multi-annual quota for resettlement humanitarian admission - Regular quota**

	2011	2012	2013	2014	2015	2016
<b>AT</b>	n/i	n/i	500	1,000 <sup>231</sup>	n/a	400 <sup>232</sup>
<b>BE</b>	25	n/i	100	100	300	550
<b>BG</b>	n/a	n/a	n/a	n/a	n/a	40
<b>CY</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>CZ</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>DE</b>	n/i	300	10,300	10,300	500	800
<b>EE</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>EL</b>	n/i	n/i	n/i	n/i	n/i	n/i
<b>ES</b>	80	30	100	130	724	n/i
<b>FI</b>	650	650	650	950	950	650
<b>FR</b>	100	100	100	600	600	5,475 <sup>233</sup>
<b>HR</b>	n/a	n/a	n/a	n/a	n/a	n/a

<sup>225</sup> Responsibility varies across Member States and mostly includes a team of representatives from one or more of the following organisations: IOM, reception centres, NGOs, competent Ministries or related Immigration Departments/Offices, and municipalities or local authorities.

<sup>226</sup> Those Member States who participated in the study.

<sup>227</sup> In the Netherlands, the documentation is also prepared in advance (if feasible) and the person receives a Citizen Service Number within 48 hours. In Slovakia identity cards for refugees are provided. Actors involved in providing temporary documents were NGOs, competent Ministries and related Immigration Departments, Border Police and IOM, as well as local authorities (e.g. Prefecture in France).

<sup>228</sup> The United Kingdom provides resettled refugees with a £200 allowance to buy essentials, including clothes. In Ireland, resettled refugees are eligible to apply for special needs payments to cover such expenses

<sup>229</sup> Medical checks are done shortly after arrival, at the first visit to the GP.

<sup>230</sup> Though as of Mid-2016 Belgium has not yet resettled unaccompanied minors.

<sup>231</sup> Quota for 2014/2015.

<sup>232</sup> Quota for 2016/2017.

<sup>233</sup> Includes 2,375 persons whose arrival is expected until July 2017.

	2011	2012	2013	2014	2015	2016
<b>HU</b>	n/a	10	10	20	20	n/i
<b>IE</b>	45	49	90	90	520	n/i
<b>IT</b>	n/a	n/a	n/a	n/a	550	1,989
<b>LT</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>LU</b>	n/a	n/a	n/a	15-20	15-20	15-20
<b>LV</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>MT</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>NL</b>	500	500	500	500	500	500
<b>PL</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>PT</b>	n/i	n/i	n/i	n/i	n/i	n/i
<b>RO</b>	n/i	n/i	n/i	n/i	n/i	n/i
<b>SE</b>	1,900	1,900	1,900	1,900	1,900	1,900
<b>SI</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>SK</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>UK<sup>234</sup></b>	750	750	750	750	750	750
<b>NO</b>	1,370	1,120	1,120	1,620	2,620	3,120

Source: National Reports

n/i = information not available

n/a = not applicable

**Table A2.6 Annual or multi-annual quota for resettlement and/or humanitarian admission - Emergency quota for persons with specific need of urgent (medical) support**

	2011	2012	2013	2014	2015	2016
<b>AT</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>BE</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>BG</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>CY</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>CZ</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>DE</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>EE</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>EL</b>	n/i	n/i	n/i	n/i	n/i	n/i

<sup>234</sup> Quotas are for the UK Gateway Protection Programme only.



	2011	2012	2013	2014	2015	2016
<b>ES</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>FI</b>	100	100	100	100	100	100
<b>FR</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>HR</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>HU</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>IE</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>IT</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>LT</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>LU</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>LV</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>MT</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>NL</b>	30	30	30	30	30	30
<b>PL</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>PT</b>	n/i	n/i	n/i	n/i	n/i	n/i
<b>RO</b>	n/i	n/i	n/i	n/i	n/i	n/i
<b>SE</b>	350	350	350	350	350	350
<b>SI</b>	n/i	n/i	n/i	n/i	n/i	n/i
<b>SK</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>UK</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>NO</b>	75	75	75	75	75	n/i

Source: National Reports

n/i = information not available

n/a = not applicable

**Table A2.7 Persons resettled and/or admitted through (humanitarian) admission programmes, 2011-2015**

	2011	2012	2013	2014	2015
<b>AT</b>	0	0	171	388	758
<b>BE</b>	25	0	100	34	276
<b>BG</b>	n/i	0	0	0	0
<b>CY</b>	n/i	n/i	0	0	0
<b>CZ</b>	n/i	n/i	n/i	n/i	n/i
<b>DE</b>	145	307	2,239	11,193	8,653
<b>EE</b>	0	0	0	0	0
<b>EL</b>	0	0	0	0	0

	2011	2012	2013	2014	2015
<b>ES</b>	n/i	80	0	125	0
<b>FI</b>	626	734	746	1,030	1,034
<b>FR</b>	55	90	107	432	766
<b>HR</b>	n/i	n/i	0	0	0
<b>HU</b>	0	0	0	10	5
<b>IE</b>	45	50	85	96	176
<b>IT</b>	0	0	0	0	95
<b>LT</b>	0	5	0	0	5
<b>LU</b>	0	0	0	30	45
<b>LV</b>	0	0	0	0	0
<b>MT</b>	0	0	0	0	0
<b>NL</b>	540	430	310	790	450
<b>PL</b>	0	0	0	383	
<b>PT</b>	30	15	0	15	40
<b>RO</b>	0	0	0	40	0
<b>SE</b>	1,620	1,680	1,820	2,045	1,850
<b>SI</b>	0	0	0	0	0
<b>SK</b>	0	0	0	0	149
<b>UK</b>	455	1,040	965	785	1,865
<b>NO</b>	1,270	1,230	955	1,285	2,375

Source: National Reports

n/i = information not available

**Table A2.8 Persons admitted through private sponsorship programmes, 2011-2015**

	2011	2012	2013	2014	2015	2016
<b>AT</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>BE</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>BG</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>CY</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>CZ</b>	n/a	n/a	n/a	n/a	n/a	n/a

	2011	2012	2013	2014	2015	2016
<b>DE</b>	n/i	n/i	n/i	n/i	21,500 <sup>235</sup>	n/i
<b>EE</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>EL</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>ES</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>FI</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>FR</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>HR</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>HU</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>IE</b>	n/a	n/a	n/a	n/a	119	n/a
<b>IT</b>	n/a	n/a	n/a	n/a	n/a	294
<b>LT</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>LU</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>LV</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>MT</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>NL</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>PL</b>	n/a	n/a	n/a	n/a	157	n/a
<b>PT</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>RO</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>SE</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>SI</b>	n/a	n/a	n/a	n/a	n/a	n/a
<b>SK</b>	n/a	n/a	n/a	n/a	n/a	n/i
<b>UK</b>	n/a	n/a	n/a	n/a	n/a	n/i
<b>NO</b>	n/a	n/a	n/a	n/a	n/a	n/a

Source: National Reports

n/a= not available

n/i = information not available

<sup>235</sup> Yearly data was not available for DE. The 21,500 persons were granted visas to enter Germany from 2013 until the end of 2015.

