



# Australia's Humanitarian Program 2012–13 and beyond



Information Paper

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## INTRODUCTION

The forcible displacement of people due to conflict and persecution is one of the major challenges facing the world today. The United Nations High Commissioner for Refugees (UNHCR) estimates that there were 43.7 million forcibly displaced people worldwide at the end of 2010, the highest number in 15 years. Of these, 27.5 million were internally displaced persons, 15.4 million were refugees and 837 500 were asylum seekers.

As a member of the global community, Australia shares responsibility for protecting refugees worldwide and resolving refugee situations through the system of international refugee protection.

This commitment is most strongly expressed through Australia's Humanitarian Program, which aims to respond to global humanitarian and resettlement needs, to enhance Australia's international position and most significantly, and to be one in which the Australian community has confidence.

Each year, the Government seeks the views of the Australian public on the Humanitarian Program so that these can be taken into consideration in planning for and building future years' programs.

**The Australian public is now invited to provide their views on the size and composition of Australia's Humanitarian Program for 2012–13 and beyond.**

This information paper includes the following:

- current challenges and pressures facing the Program and issues that could be addressed when considering improvements to the responsiveness and delivery of the Program
- background on the Program, including the aims and the structure of the onshore and offshore components
- a short history of the Program which shows the waves of humanitarian migration over the years
- the international context in which the current Program operates
- information on the size and composition of the Program over previous years and outcomes for the past year and
- information on pre-departure and settlement services.

As the Humanitarian Program continues to come under pressure from large numbers of applications, both onshore for Protection visas and offshore in the Refugee and Special Humanitarian Program visa categories, the Australian Government is interested to hear the views of the Australian community on how best to manage the Program.

Details of how to lodge a submission are included at the end of this information paper.

## CHALLENGES FOR THE 2012–13 HUMANITARIAN PROGRAM

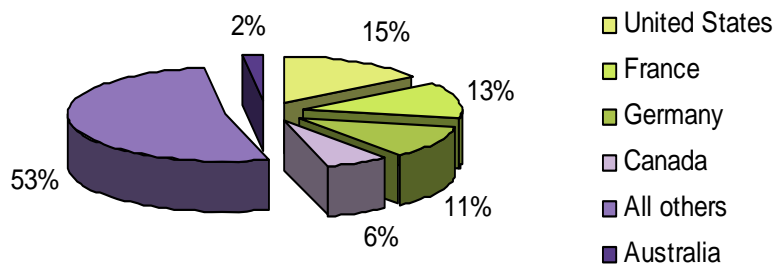
[Background information on the issues raised here can be found under the Background Section from page 5]

UNHCR estimates in 2010, there were 358 800 asylum seeker applications made in the 44 industrialised countries<sup>1</sup>. Of those, 8250 (2 per cent) were made in Australia. The top three receiving countries in 2010 were United States (55 000) France (47 800) and Germany (41 400). In Canada there were 23 200 applications and 22 100 in the United Kingdom.

These figures are modest when compared with South Africa, a major asylum seeker receiving country where 222 000 asylum applications were registered in 2009<sup>2</sup>. In this context Australia received only a small percentage of the world's asylum applications.

Providing protection for some of the world's most vulnerable people, who apply from within Australia and are found to be refugees, reflects Australia's firm commitment to a fair and humane Program which recognises Australia's international obligations arising from the Refugee Convention<sup>3</sup>.

**Figure 1: Asylum applications in 44 Industrialised Countries 2010**



Source: *Asylum Levels and Trends in Industrialized Countries 2010*, UNHCR 28 March 2011

### Transfer and Resettlement Arrangement between the Governments of Australia and Malaysia

The Transfer and Resettlement Arrangement between the Governments of Australia and Malaysia (the Arrangement) was an important initiative under the Regional Cooperation Framework that was established by the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime in March 2011.

A decision by the High Court on 31 August 2011 has had significant implications for the policy of offshore processing, including the Arrangement with Malaysia and the establishment of an assessment centre in Papua New Guinea (PNG). On 13 October 2011, the Government announced that it will not be in a position to proceed with the Malaysia or PNG arrangements.

<sup>1</sup> *Asylum Levels and Trends in Industrialized Countries 2010*, UNHCR 28 March 2011

<sup>2</sup> *2009 Statistical Yearbook*, UNHCR, Geneva

<sup>3</sup> The United Nations *1951 Convention relating to the Status of Refugees* and the *1967 Protocol relating to the Status of Refugees* (the Refugee Convention) defines refugees as people who are outside their country of nationality and unable or unwilling to return because of a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinion. It obliges signatories not to expel or return refugees to a country where their life or freedom would be threatened on account of their race, religion, nationality, membership of a particular social group or political opinion.

However, the Prime Minister and the Minister for Immigration and Citizenship have made it clear that the Arrangement with Malaysia continues as government policy and the Government will continue to work with the region to develop and implement practical arrangements under the auspices of the Regional Cooperation Framework.

In your submission you may wish to address the following question:

- What practical bilateral and multilateral activities could Australia pursue to implement the Regional Cooperation Framework?

### **Onshore – new Irregular Maritime Arrivals (IMA) Processing Model**

The current feasibility of offshore processing arrangements coupled with a substantial increase in the number of IMAs presents a significant challenge for the Government.

The Government recently announced that it will allow some people who have arrived in Australia by boat at an Excised Offshore Place to live in the Australian community on bridging visas while their refugee claims are assessed. Mandatory detention for IMAs will still occur while appropriate health, identity and security checks are undertaken. The Government announced that following initial health, security and identity checks, eligible boat arrivals who do not pose a risk to the Australian community will be progressively considered for release into the community on bridging visas while their asylum claims are assessed.

A Bridging visa E (BVE) can be granted to a person to allow them to remain lawfully in Australia while their immigration status is being resolved. The grant of a BVE to an IMA will not change the process by which their refugee claims are assessed and their status resolved.

While on Bridging visas, asylum seekers will have the right to work and will have access to necessary health services. Some will also be eligible for support services through existing department-funded programs such as the Asylum Seeker Assistance Scheme and the Community Assistance Support program, to be determined on a case-by-case basis.

On 25 November 2011, the Government also announced that as part of the changes to asylum seeker management and processing, the Government would be moving to a single Protection visa process for both boat and air arrivals, using the current onshore arrangements for application and independent review through the Refugee Review Tribunal system, as needed.

This policy change is expected to be implemented in 2012, and there will be a single refugee status process that will continue to afford all people using the system access to judicial review.

### **The Special Humanitarian Program (SHP)**

The SHP has been linked numerically to the onshore protection component of the Program since 1996–97. Successive governments have maintained this link as it enables planning and budgeting for government-funded settlement services to properly meet the needs of humanitarian entrants, as it is not possible to cap or limit the number of places onshore.

The SHP is under growing pressure for two key reasons:

- Firstly, from the increased number of Protection visas being granted onshore, particularly to IMAs but also to those individuals who arrived by air and seek protection
- Secondly, from the increase in the number of onshore Protection visa holders proposing their immediate ('split') family under the offshore SHP.

In 2010–11, Protection visa grants accounted for approximately one-third (35 per cent) of the entire Humanitarian Program and almost two thirds (62 per cent) of the Other Humanitarian component which is shared between the onshore component and the SHP. Split family comprised more than half (53 per cent) of SHP visa grants.

Taken together, onshore protection grants and grants to their split family accounted for 78 per cent of the Other Humanitarian component in 2010–11. This impact is expected to increase this Program year.

The department receives many more SHP applications than there are places available each year. Australia does not have the capacity to resettle everyone who applies and given the limited places available and high demand, priority is given to immediate family members.

In 2010–11, around 24 500 people were proposed under the SHP category and around 3000 people were granted visas. There were around 4800 Protection visas granted, bringing the total for the Other Humanitarian component to around 7800.

The number of visas available for the SHP in future will continue to depend on the number of Protection visas that are granted each year.

- It is likely that the outcome for the SHP in 2011–12 will be the smallest in 30 years and could be as low as 750 places.

Globally, at the end of November 2011, there were around 20 500 people whose SHP applications had not yet been decided.

- Almost all of these people have family links to Australia.
- Around 12 000 are split family of Australian residents.

Many of these people have already been waiting for a visa for a long time. Due to the limited number of available places, it may take several years for applications to be decided – even for split family.

In your submission you may wish to address the following questions:

- What should the priorities of the offshore SHP places be? Should immediate family continue to be the highest priority group?
- Are there alternative ways to identify and prioritise applicants who are in refugee-like situations, but do not have close family links to Australia?
- How could immediate family places be “rationed” or prioritised within the caseload?
- Should higher priority be given to those in the greatest need of resettlement?
- Should a balance be struck between the competing priorities of split family and greatest need and if so, how could this balance be achieved?

## Humanitarian Program Private Sponsorship

There are continued calls from community advocates to increase the number of resettlement places available under Australia's Humanitarian Program. At the same time, some community groups are offering to make in-kind and financial contributions to support more SHP entrants to come to Australia.

If a model that has no budgetary impact can be developed, there may be a case for adding a private sponsorship component to Australia's Humanitarian Program which has the potential to:

- empower community groups and business to harness community goodwill in helping to alleviate global resettlement needs
- provide a highly supportive settlement environment for new humanitarian entrants
- offer an integrated approach from resettlement, through work experience to employment for some entrants
- possibly present an economically viable option for increasing the size of the Program.

Some key questions you may wish to address in your submission include:

- Is a private sponsorship program required, and if so, how could it operate?
- Could a private sponsorship program help to bring increased numbers of humanitarian entrants to Australia? How?
- How much capacity and willingness is there in the community to contribute to the resettlement of humanitarian entrants in Australia?
- What are the challenges of a private sponsorship model?

## BACKGROUND

### Aims of the Humanitarian Program

Australia's Humanitarian Program aims to:

- honour Australia's obligations as a signatory to the *1951 United Nations Convention relating to the Status of Refugees* ('Refugee Convention') and its 1967 Protocol and other international human rights treaties to which Australia is a party
- assist people in humanitarian need overseas, for whom resettlement in another country is the only available option
- share the responsibility for refugee protection with the international community.

The Humanitarian Program is made up of two broad components – the Offshore Refugee component and the 'Other Humanitarian' component which consists of the onshore (Protection visa) category and the offshore Special Humanitarian Program (SHP).

Each year the Government sets the number of visas that may be granted under the Program. The 2011–12 Humanitarian Program has 13 750 places:

- 6000 **Refugee** places, including 1000 places for UNHCR referred refugees from Malaysia to honour Australia’s previous commitment.
- 7750 **Other Humanitarian** places that are shared between onshore protection and the SHP.

The Other Humanitarian component comprising onshore protection and the SHP has been linked numerically since the 1996–97 program year. The linking of these two components has enabled successive governments to plan and budget for government-funded settlement services that properly meet the needs of humanitarian entrants.

## Components of the Humanitarian Program

The Humanitarian Program has an *onshore* and an *offshore* component:

- The onshore component provides protection to persons who have entered Australia and who engage Australia’s protection obligations under the Refugee Convention.
- The offshore component provides resettlement to persons outside Australia who are subject to persecution or substantial discrimination amounting to gross violation of human rights in their home country.

### Onshore component

People within Australia who are found to be refugees, in line with the Refugee Convention definition, are eligible for protection in Australia. However, people found to be refugees must also satisfy health, character and security checks before they are granted permanent Protection (class XA) visas from the onshore component of the Humanitarian Program.

Any person seeking Australia’s protection has their claims assessed, on a case-by-case basis, against the Refugee Convention criteria with reference to detailed and up-to-date information on conditions in the applicant’s home country.

People who are found not to be refugees and have no lawful basis to remain in Australia are required by law to be removed as soon as practicable. In line with our international obligations, however, Australia will not return a person to a country where their life or freedom will be threatened.

Australia’s fundamental obligation under the Refugee Convention is not to return refugees to places where their lives or liberties are in danger (*non-refoulement*). The commitment to protect those found to be refugees is maintained for any person who seeks Australia’s protection, regardless of how they arrive in Australia.

Australia is one of many countries responding to the global pressure from asylum claims, although Australia receives low numbers by international comparison.

### Offshore component

Visas granted under the offshore component of the Humanitarian Program confer the right of Australian permanent residence on the holder.

The offshore component of the Humanitarian Program has two categories:

- the Refugee category
- the Special Humanitarian Program (SHP) category.

The *Refugee category* is for people who are subject to persecution in their home country and for whom resettlement in Australia is the best durable solution.<sup>4</sup> Australia works closely with the UNHCR in selecting people under this category.

The Refugee category has four subclasses:

- Refugee (subclass 200)
  - applicant is living outside their home country and
  - subject to persecution in their home country and
  - is in need of resettlement.

The UNHCR provides advice to the Australian Government on the need for resettlement.

- In-country Special Humanitarian Program (subclass 201)
  - applicant is in their home country and
  - subject to persecution.

Only a small number of places are available under this subclass.

- Emergency Rescue (subclass 203)
  - applicant is subject to persecution in their home country and
  - there are urgent and compelling reasons for them to be resettled in Australia.

Usually the UNHCR requests urgent assistance on behalf of these applicants. Only a small number of places are available under this subclass.

- Woman at Risk (subclass 204)
  - applicant is a woman living outside her home country
  - subject to persecution in their home country or registered as being 'of concern' to the UNHCR
  - without the protection of a male relative and
  - in danger of victimisation, harassment or serious abuse because they are female.

Each year, Australia sets a nominal target of at least 12 per cent of its offshore refugee places being granted to persons selected under the Woman at Risk subclass.

The *Special Humanitarian Program (SHP)* is for applicants who are subject to substantial discrimination amounting to gross violation of their human rights and who are living outside their home country. It also provides for the immediate family of persons granted protection in Australia. Applications for SHP visas must be accompanied by a proposal from an Australian citizen or permanent resident over 18 years of age, or an eligible New Zealand citizen, or an organisation operating in Australia.

There are limited places under the SHP each year and many more people are proposed under this program than there are places available. Australia does not have the capacity to accept every applicant. Priority under the SHP is given to immediate family members.

### **A short history of the Humanitarian Program**

Australia has a proud record of resettling refugees and people in humanitarian need from around the world. Humanitarian resettlement in Australia began in 1947, with the resettlement of people who had been displaced by World War II.

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<sup>4</sup> The UNHCR advocates three 'durable solutions' for refugees: voluntary return, local integration and resettlement in a third country.

Since this time, Australia has welcomed over 750 000 people from different countries under the Humanitarian Program, in response to changing global resettlement and humanitarian needs.

This includes the resettlement of:

- 170 000 Eastern Europeans between 1947 and 1954 who had been displaced during World War II
- thousands of refugees from the mid 1950s to the late 1960s from crises throughout Europe, including the Hungarian uprising and the Warsaw Pact military intervention in Czechoslovakia
- more than 16 000 people from Central and South America following political turmoil in their countries in the early 1970s
- around 18 000 Lebanese who had been displaced by civil war since 1975
- over 150 000 Indochinese refugees since the end of the Vietnam War in 1975 and the conflicts in Laos and Cambodia.

The Indochinese refugee crisis became the focus of the Humanitarian Program for close to a decade and prompted the Government of the time to introduce, in 1977, a new national refugee policy and administrative machinery. Previously, Australia's refugee resettlement was primarily in response to specific international events as they occurred.

Some of the components of the new refugee policy included procedures for a regular and planned program, international engagement to resolve refugee situations, and the establishment of an efficient and fair mechanism to determine onshore claims.

Almost all arrivals under the Humanitarian Program were refugees up until late 1981. The SHP was introduced in that year, to provide resettlement in Australia for people who, while not refugees, were living outside their home country, had suffered substantial discrimination amounting to a gross violation of human rights in their home country and who had family or community ties to Australia.

By the mid 1980s, the Humanitarian Program had a global focus and applicants who had family or other close links to Australia were prioritised. Resettlement from Eastern Europe continued during this period and up to 40 nationalities were also being resettled in Australia, including people from Latin/Central America and the Middle East.

The Humanitarian Program continued to evolve over the next two decades to meet the resettlement needs of particular people. The Woman at Risk and Emergency Rescue visa subclasses were introduced in the late 1980s, followed by the introduction of the Special Assistance Category (SAC) in 1991.

The SAC was introduced by the Government of the time to reach groups of people with close links to Australia who were in vulnerable situations but whose circumstances did not fit into the traditional humanitarian resettlement criteria and who were either in or outside their normal country of residence. SACs were introduced for groups such as citizens of the former Yugoslavia, who had been displaced by war in the 1990s.<sup>5</sup>

In response to the global need for resettlement, successive governments have increased the size of the Humanitarian Program in the last decade from 12 000 places in 1998–99, to 13 500 places in 2008–09 and to 13 750 places in 2009–10. The Government has retained the same program size in 2011–12.

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<sup>5</sup> Following a review of the SAC program in 1996 all SACs were gradually brought to a close by the end of 2001.

At the start of the last decade Europe was the largest source region, primarily driven by conflict in the former Yugoslavia. However, during the period 2003 to 2005 Australia resettled a large number of refugees from a wide range of countries in the Africa region, reflecting UNHCR priorities. The Africa region continues to be a key focus of the Humanitarian Program.

The Middle East and South West Asia have also been key focus regions of the current Humanitarian Program. Significant numbers of people from these regions continue to be in need of humanitarian assistance due to various conflicts, primarily in Afghanistan and Iraq.

Since 2005 Asia has also been a focus of the Humanitarian Program, with the resettlement of refugees in protracted situations such as the Burmese in Thailand and, since 2008, Bhutanese in Nepal.<sup>6</sup>

Like the shifting composition of the Humanitarian Program, many changes have occurred to policy and processing under the Program since its inception. In addition to the introduction of new refugee policy and new visa subclasses described above, these changes include:

- the separation of the Migration and Humanitarian Programs to provide a better balance between the objectives of each Program
- improving program management by numerically linking the onshore and offshore components of the Humanitarian Program, so that onshore Protection visa grants are drawn from an annual allocation of visa places shared with the SHP
- a range of operational and legislative measures in response to increased numbers of asylum seekers arriving in Australia by boat.

Over the past 30 years there have been a number of major 'waves' of people in response to humanitarian crises, who have sought Australia's protection and have arrived by boat in Australia (currently referred to as Irregular Maritime Arrivals or IMAs). In addition to the recent increase in the number of people arriving by boat in Australia, this includes:

- **1976–1981** – just over 2000 people arrived in an irregular manner by boat, mainly from Vietnam.
- **1989–1998** – around 3100 people arrived in an irregular manner by boat, mainly from Cambodia, Vietnam and Southern China.
- **1999–2001** – nearly 12 200 people arrived in an irregular manner by boat, mainly from Afghanistan and Iraq.

In recent years there has been a resurgence in the number of people arriving in an irregular manner by boat, mainly from Afghanistan, Iran, Iraq and Sri Lanka. This recent increase has implications for the Humanitarian Program, as discussed in the Challenges section at the start of this paper.

### **International context**

One of the Government's key priorities is to enhance Australia's engagement with the United Nations and strengthening our partnership with UNHCR is an important part of the commitment. Australia enjoys a productive working relationship with UNHCR and resettlement partners in the international community. Australia is an active participant in strategies to respond to the plight of refugees and displaced persons. It is guided in this endeavour by UNHCR's focus on the principles of the strategic use of resettlement particularly in protracted refugee situations and urban based refugee populations.

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<sup>6</sup> UNHCR defines a protracted refugee situation as a refugee population of 25 000 persons or more who have been in exile for at least five consecutive years.

UNHCR has estimated global resettlement needs (including populations where resettlement is envisioned over a period of several years) at around 780 000 persons. In 2012, UNHCR estimates resettlement needs will be about 172 000 persons. With only 80 000 places offered by resettlement countries in 2011, there is likely to be a shortfall of about 90 000 places.<sup>7</sup>

UNHCR has promoted a range of strategies to encourage resettlement countries to work towards reducing the protection gap.

Australia's policy approaches consistent with UNHCR's priorities and international trends include:

- working with UNHCR, and other resettlement countries, to encourage the expansion of resettlement and to share Australia's expertise with new resettlement states
- providing support through the 'Displaced Persons Program'<sup>8</sup>
- participating in the strategic use of resettlement to unlock other durable solutions in protracted refugee situations
- using a multi-year resettlement approach to make a longer term commitment to specific caseloads that are part of large scale resettlement exercises, allowing UNHCR to better plan its resettlement activities and provide more certainty for host countries and
- participating in international resettlement activities that demonstrate Australia's commitment to burden-sharing.

Australia's Humanitarian Program responds to global resettlement challenges and complements multilateral solutions for assisting refugees and displaced people. In relation to the Refugee component of the Humanitarian Program, Australia takes into account the global priorities identified by UNHCR.

### **'Eight Priority Situations'**

UNHCR maintains a strong focus on protracted refugee situations and acknowledges the role of resettlement in unlocking other solutions in protracted refugee situations. This is evident in the adoption of 'Priority Situations' that would benefit from co-ordinated action by the Working Group on Resettlement in Geneva<sup>9</sup>.

The eight situations include:

- Iraqis in Jordan, Syria and Lebanon
- Iraqis and Iranians in Turkey
- Afghans in Pakistan
- Afghans in Iran
- Somalis in Dadaab Camp, Kenya
- Colombians in South America
- Eritreans in East Sudan and
- North Africans displaced from Libya.

Australia is currently resettling refugees from most of these situations.

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<sup>7</sup> UNHCR *Projected Global Resettlement Needs 2012*.

<sup>8</sup> The Displaced Persons Program is administered by the Department of Immigration and Citizenship in consultation with AusAID and provides funding for humanitarian related projects.

<sup>9</sup> The Annual Tripartite Consultations on Resettlement/Working Group on Resettlement (ATCR/WGR) meetings bring together senior representatives from resettlement countries, NGOs and UNHCR to discuss resettlement trends and priorities and to seek solutions to resolve protracted refugee situations and integration/post arrival issues. In July 2011, Australia took over as Chair of the ATCR/WGR for 2011–12.

## **The strategic use of resettlement in ‘Protracted Refugee Situations’**

Focusing strategic resettlement activity on specific situations allows for individually-focused and well-planned strategies which should assist greatly in comprehensively resolving the situations. The strategies identified for priority situations, such as the eight identified by UNHCR, require a cooperative and coordinated approach among resettlement countries and a whole of government focus domestically.

Australia fully appreciates the value of using resettlement strategically. Australia is also keenly aware that resettlement can act as a catalyst for other solutions in protracted refugee situations, such as a safe return home or local integration, however limited they may be in scope.

Along with UNHCR and other countries, Australia has participated in successful exercises to focus attention and develop strategies to unlock solutions for protracted refugee situations.

For example, Australia has worked with other resettlement countries over a number of years to resettle Bhutanese refugees in camps in Nepal. This cooperative approach encompassed a range of strategies across various government activities that were successful in allowing large-scale resettlement to commence.

### **Regional Cooperation Framework**

On 30 March 2011 delegates at the fourth Ministerial Conference of the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime agreed to establish a Regional Cooperation Framework.

This was a key milestone in the region’s response to irregular migration. It demonstrates a clear recognition by Bali Process members, a forum which involves 43 member countries and international organisations including UNHCR and the International Organization for Migration of the need for a cooperative international response to an enduring global challenge. Bali Process member countries are countries of origin, transit or destination for irregular migrants.

The framework promotes enhanced consistency in asylum processing, durable solutions for those determined to be refugees and the sustainable return of people found not to be owed protection. It is based on the concept of burden-sharing and cooperation between source, transit and destination countries, and it lays the foundation for the implementation of practical arrangements to address irregular movement through the region.

The Transfer and Resettlement Arrangement between the Governments of Australia and Malaysia (the Arrangement) was an important initiative under the Regional Cooperation Framework. Implementation of the Arrangement with Malaysia, augmented by an assessment centre in PNG, was designed to undermine the people smuggling business model and prevent asylum seekers risking their lives on the dangerous journey to Australia by boat.

Had the Arrangement with Malaysia proceeded, it would have allowed asylum priorities to be decided in an orderly way and for Australia to give priority under its Humanitarian Program to those in greatest need – and more of them – rather than those who could afford the services of people smugglers. This would encourage asylum seekers to use regular migration avenues in countries of first asylum instead of risking their lives and money in the hands of people smugglers.

# SIZE AND COMPOSITION OF THE HUMANITARIAN PROGRAM

## Developing the Program through consultation

Australia's Humanitarian Program follows the financial year 1 July to 30 June. A consultation process occurs each year to inform the Australian Government's decisions about the size and composition of the Humanitarian Program. This includes:

- consultations with states and territories and other government agencies
- consultation with peak refugee and humanitarian bodies
- consideration of UNHCR advice on global resettlement needs and priorities and
- consideration of the views of the Australian community.

## A flexible Program

The Humanitarian Program is characterised by its flexibility, as is evident from the history of the Program discussed above. This allows it to respond to evolving humanitarian situations and global resettlement needs.

The figures below illustrate the shifting composition of the Humanitarian Program over the last ten years.

**Table 1: Top ten nationalities within the Humanitarian Program (offshore and onshore) between 2000–2001 and 2010–11**

### Offshore Humanitarian Program

Rank	2001–02	2002–03	2003–04	2004–05	2005–06	2006–07	2007–08	2008–09	2009–10	2010–11
1	Former Yugoslavia	Sudan	Sudan	Sudan	Sudan	Sudan	Burma	Iraq	Burma	Iraq
2	Sudan	Iraq	Iraq	Iraq	Iraq	Burma	Iraq	Burma	Iraq	Burma
3	Iraq	Afghanistan	Indonesia	Afghanistan	Afghanistan	Iraq	Afghanistan	Afghanistan	Bhutan	Afghanistan
4	Afghanistan	Former Yugoslavia	Afghanistan	Liberia	Burma	Afghanistan	Sudan	Bhutan	Afghanistan	Bhutan
5	Croatia	Ethiopia	Ethiopia	Sierra Leone	Liberia	Burundi	Liberia	Sudan	Congo (DRC)	Congo (DRC)
6	Ethiopia	Iran	Iran	Burundi	Burundi	Congo (DRC)	Congo (DRC)	Ethiopia	Ethiopia	Ethiopia
7	Bosnia-Herzegovina	Liberia	Liberia	Burma	Sierra Leone	Liberia	Burundi	Congo (DRC)	Somalia	Sri Lanka
8	Iran	Croatia	Former Yugoslav	Iran	Congo (DRC)	Sierra Leone	Iran	Somalia	Sudan	Iran
9	Sierra Leone	Sierra Leone	Sierra Leone	Congo	Eritrea	Eritrea	Sierra Leone	Liberia	Liberia	Sudan
10	Somalia	Somalia	Congo	Ethiopia	Iran	Iran	Sri Lanka	Sierra Leone	Sierra Leone	Somalia

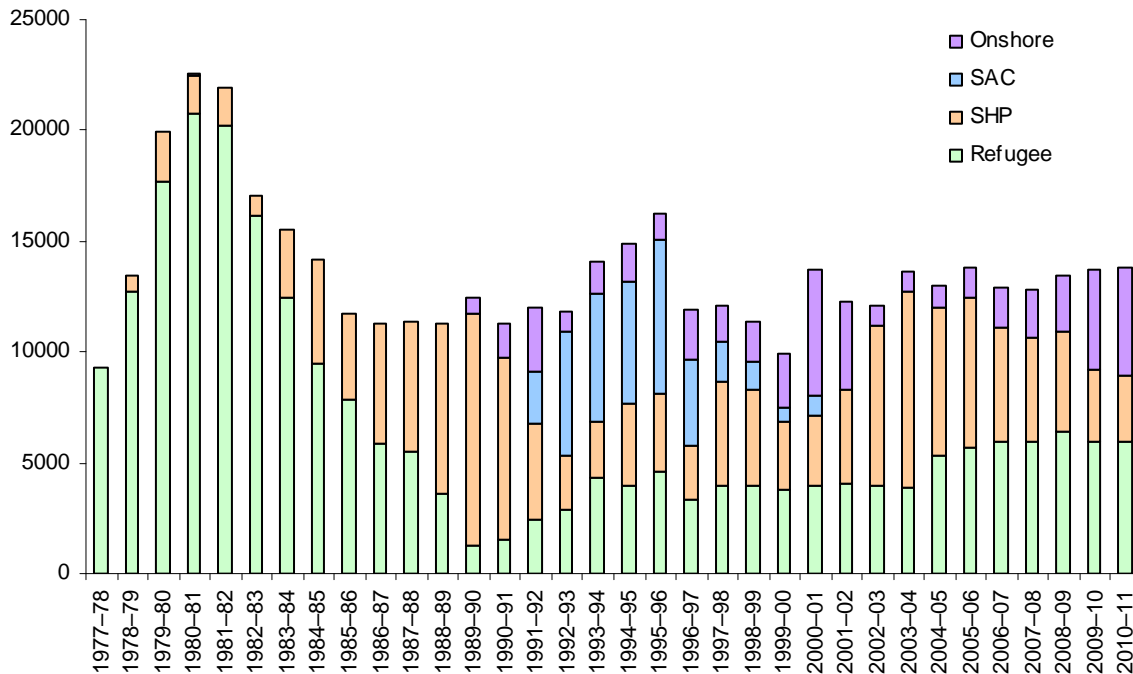
### Onshore Humanitarian Program

Rank	2001–02	2002–03	2003–04	2004–05	2005–06	2006–07	2007–08	2008–09	2009–10	2010–11
1	Iraq	Iraq	Iran	China	Sri Lanka	China	Sri Lanka	China	Afghanistan	Afghanistan
2	Afghanistan	Iran	China	Iran	China	Sri Lanka	China	Sri Lanka	Sri Lanka	Iran
3	Iran	Sri Lanka	Iraq	Afghanistan	Iraq	Iraq	Iraq	Afghanistan	China	Stateless
4	Sri Lanka	Afghanistan	Russia	Iraq	Iran	Iran	Pakistan	Zimbabwe	Iraq	Iraq
5	China	Burma	Colombia	Sri Lanka	Indonesia	Pakistan	Iran	Iraq	Iran	Sri Lanka
6	Palestinian Authority	China	Sri Lanka	Bangladesh	Egypt	Egypt	Zimbabwe	Pakistan	Zimbabwe	China
7	Stateless	Colombia	Bangladesh	Zimbabwe	Pakistan	Burma	Burma	Iran	Pakistan	Pakistan
8	Turkey	Russia	Former Yugoslav	Pakistan	Zimbabwe	Bangladesh	Bangladesh	Burma	Stateless	Zimbabwe
9	Burma	Turkey	Zimbabwe	Indonesia	Burma	India	Egypt	Bangladesh	Egypt	Egypt
10	Colombia	Egypt	Afghanistan	Vietnam	Nepal	Zimbabwe	Afghanistan	Egypt	Burma	Fiji

Nationality is based on country of birth for offshore humanitarian and country of citizenship for onshore humanitarian. The country of birth of principal visa applicants is applied to secondary visa applicants.

Source: Data was extracted from Departmental systems on 30 June 2011.

**Figure 2: Program outcomes by component of the Humanitarian Program from 1977–78 to 2010–11**



Source: Data was extracted from Departmental systems on 30 June 2011.

### Outcomes of the 2010–11 Humanitarian Program

In 2010–11 a total of 13 799 visas were granted under the Humanitarian Program.

This included 8971 (65 per cent) under the offshore component and 4828 (35 per cent) under the onshore component.

Under the offshore component, the highest number of visas granted in 2010–11 was to applicants from the Middle East (40 per cent), followed by the Asia region (35 per cent), followed by the Africa region (25 per cent).

In the Other Humanitarian component of the Program, Protection visa grants accounted for almost two thirds (62 per cent) of the available places which are shared between the onshore component and the SHP.

Table 2 shows Humanitarian Program outcomes by component in 2010–11.

The target of 12 per cent for Woman at Risk visas was exceeded in 2010–11 with 759 visas granted to Woman at Risk applicants, representing about 12.7 per cent of Refugee visas.

For more information on the 2010–11 Humanitarian Program see the Department of Immigration and Citizenship’s Annual Report 2010–11, available on the Department’s website at: [www.immi.gov.au/about/reports/annual/2010-11/](http://www.immi.gov.au/about/reports/annual/2010-11/)

**Table 2: Humanitarian Program outcomes by component 2010–11**

Component	Visa Category	Visa Grants
<b>Offshore</b>	Refugee	5998
	SHP	2973
	<b>Sub-total</b>	<b>8971</b>
<b>Onshore</b>	Permanent Protection	4818
	Permanent Protection (where granted through intervention powers)	0
	SHP (where granted onshore through intervention powers)	8
	Resolution of Status <sup>1</sup>	2
	<b>Sub-total</b>	<b>4828</b>
<b>TOTAL PROGRAM GRANTS 2010–11</b>		<b>13 799</b>

1. Only visas granted to persons who have not previously held a Humanitarian visa are counted against the Program, for example children born to Temporary Protection visa holders who are later included in their Resolution of Status visa application.

### **The current Program: 2011–12**

The Humanitarian Program for 2011–12 is 13 750 places which includes:

- 6000 Refugee places, including an additional 1000 places for UNHCR referred refugees from Malaysia to honour Australia’s previous commitment
- 7750 Other Humanitarian places, shared between onshore protection requirements and the offshore SHP.

The main resettlement focus for 2011–12 will continue to be on refugees from the three key regions of Africa, Asia and the Middle East and on refugees from protracted situations, such as the Bhutanese in Nepal, and others in critical need.

Vulnerable women and their dependants will again be a priority through the Woman at Risk program. The target for 2011–12 remains at 12 per cent of offshore Refugee visas to be granted to Woman at Risk applicants.

The SHP has been allocated 750 places to date in 2011–12. The continuing demand for Protection visas may mean there is little or no capacity for additional places to be allocated to the SHP this Program year.

The SHP is facing the greatest pressure since its inception in 1981 and in 2011–12 is likely to be the smallest program in 30 years. The SHP continues to be under pressure from the number of Protection visas being granted onshore, particularly to IMAs, but also to people who arrive by air and seek protection. In addition, people granted protection in Australia are eligible to propose their immediate (‘split’) family under the SHP. Split family are given the highest priority for processing under the SHP.

Table 3 below shows Humanitarian Program outcomes by component at 30 November 2011.

**Table 3: Humanitarian Program outcomes by component 2011–12 to 30 November 2011**

Component	Visa Category	Visa Grants
<b>Offshore</b>	Refugee	2819
	SHP	601
	<b>Sub-total</b>	<b>3420</b>
<b>Onshore</b>	Permanent Protection	3735
	Permanent Protection (where granted through intervention powers)	0
	SHP (where granted onshore through intervention powers)	1
	Resolution of Status <sup>1</sup>	1
	<b>Sub-total</b>	<b>3737</b>
<b>TOTAL PROGRAM GRANTS 2011–12 to 30 November 2011</b>		<b>7157</b>

1. Only visas granted to persons who have not previously held a Humanitarian visa are counted against the Program, for example children born to Temporary Protection visa holders who are later included in their Resolution of Status visa application.

## PRE-DEPARTURE AND SETTLEMENT SERVICES

The resettlement of refugees and others in humanitarian need to Australia is supported by a suite of comprehensive services provided by the Australian Government. These services are critical for supporting new arrivals toward inclusion and active participation in Australian society.

This includes the Australian Cultural Orientation (AUSCO) program which is provided pre-departure for refugee and humanitarian visa holders preparing for resettlement in Australia. The program is delivered by the International Organization for Migration on behalf of the Department. As well as preparing people for travel, the program provides an initial introduction to aspects of Australian life and culture prior to arrival.

The Onshore Orientation Program was recently established to provide a vital bridge for clients early in their settlement journey. It builds on the messages delivered through the AUSCO and is reinforced through other programs, including the Adult Migrant English Program and the Settlement Grants Program.

Humanitarian Settlement Services (HSS) provides intensive settlement support, through a coordinated case management approach, to newly-arrived humanitarian clients on arrival and throughout their initial settlement period.

HSS is focused on humanitarian clients reaching sustainable and measurable settlement outcomes that will stand them in good stead for their settlement journey.

The HSS program delivers four key services—case management, accommodation, local area coordination and an optional volunteer program. Services are delivered through a coordinated case management model. Key features of the program include: a flexible client-centred approach, focusing on individual settlement needs; greater focus on the particular needs of young people; the comprehensive onshore orientation program, which delivers competency-based outcomes to clients; and flexible and innovative approaches for the provision of accommodation services. Exit from the HSS program is based on clients achieving clearly defined settlement outcomes.

Other key services delivered by the Government to people arriving under the Humanitarian Program include:

- The **Settlement Grants Program** which provides organisations with funding to deliver settlement services to newly arrived migrants and humanitarian entrants for up to five years after arrival.
- The **Adult Migrant English Program** which provides English language tuition for eligible adult permanent migrants.
- The **Translating and Interpreting Service (TIS National)** which is available 24 hours a day, 7 days a week.

### Settlement Framework

The Australian Government is implementing a new Settlement Framework to reinvigorate initial on-arrival settlement services within a more coordinated, holistic settlement framework. The Settlement Framework comprises principles and key strategic themes to better align policy, planning and funding of settlement services to achieve the best outcomes for clients of the Department.

These themes include:

- articulating better linkages between migration and settlement programs
- improving our settlement service delivery models
- providing a better evidence base for understanding the settlement needs and outcomes of clients
- improving cross-agency coordination and integrated service delivery
- identifying the most appropriate settlement location for clients based on their settlement needs and available services.

## SUBMISSIONS

If you would like to provide a written submission on Australia's 2012–13 Humanitarian Program or the issues raised in the information paper relating to challenges for the Program, please send it to:

Humanitarian Program Submission  
Assistant Secretary  
Humanitarian Branch  
Department of Immigration and Citizenship  
PO Box 25  
BELCONNEN ACT 2616

Submissions may also be sent by email to [humanitarian.submission@immi.gov.au](mailto:humanitarian.submission@immi.gov.au).

All submissions should be received by **11.30pm Tuesday 31<sup>st</sup> January 2012**. Submissions received after the deadline may not be considered.

For further information please email [humanitarian.submission@immi.gov.au](mailto:humanitarian.submission@immi.gov.au).