

Handbook on lessons learned
Pilot project for intra-EU
Reallocation from Malta -
EUREMA

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Foreword

The topic of reallocation in the European Union context formally emerged as the European Community developed plans to harmonize asylum policies in the late 1980s, and came to prominence initially with the conflicts in former Yugoslavia, particularly in the early 1990s when some countries called for a burden/responsibility sharing initiative, to give temporary protection to the refugees fleeing from the conflict. The experience of displaced persons from Kosovo in 1999 again pushed the topic on the EU's agenda,¹ and this led, in 2001, to the Council Directive 2001/55/EC on minimum standards for giving temporary protection in the event of a mass influx of displaced persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences,² that has, to date, never been implemented.

If in the 2004 The "Hague Programme" several activities were foreseen to "promote solidarity and fair sharing of respon-

sibility" in the field of asylum,³ migration and borders, it is in 2008 under the French Presidency that the Council adopted the European Pact on Immigration and Asylum, which includes a political statement that represents the consensus of the EU Member States to develop burden-sharing mechanisms for the European Union, specifically:⁴

"For those Member States which are faced with specific and disproportionate pressures on their national asylum systems, due in particular to their geographical or demographic situation, solidarity shall also aim to promote, on a voluntary and coordinated basis, better reallocation of beneficiaries of international protection from such Member States to others, while ensuring that asylum systems are not abused. In accordance with those principles, the Commission, in consultation with the Office of the United Nations High Commissioner for Refugees where appropriate, will facilitate such voluntary and coordinated realloca-

¹ Thielemann E., Towards A Common European Asylum Policy: Forced Migration, Collective Security and Burden-Sharing, in: Freeman, G. and T. Givens (eds.) (2009) Immigration after 9/11, New York: Palgrave, pp. 167-186.

² <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2001:212:0012:0023:EN:PDF>

³ European Council Meeting in Brussels 4/5 November 2004 Presidency Conclusions, The Hague Programme, p. 17 para 1.2

⁴ Council of the European Union, European Pact on Immigration and Asylum, Brussels, 1334/08, p. 12

tion. Specific funding under existing EU financial instruments should be provided for this reallocation, in accordance with budgetary procedures.”

Following this statement, the 2009 call for proposals under the ERF (European Refugee Fund Community Actions) included the category of “pilot projects aiming at supporting existing or creating joint platforms for resettlement inside the EU or in third countries, in cooperation with UNHCR and possibly other relevant organizations”.⁵ The first Member State to request the activation of this fund for reallocation within the EU was Malta, with the Pilot project for intra-EU Re-allocation from Malta - EUREMA.

In order to ensure that the reader fully understands the main topics discussed in this handbook, it is worth recalling some definitions.

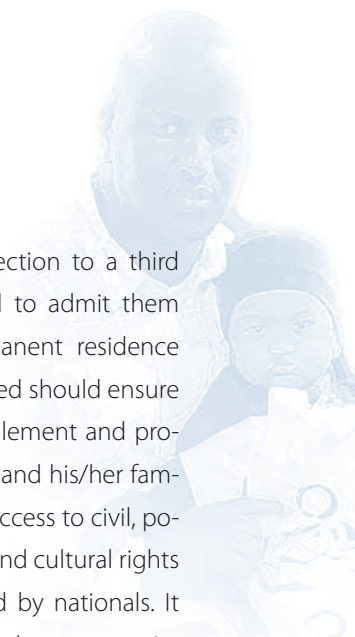
“**Resettlement** is the selection and transfer of refugees from a State in which

they have sought protection to a third state which has agreed to admit them as refugees with permanent residence status. The status provided should ensure protection against refoulement and provide a resettled refugee and his/her family or dependants with access to civil, political, economic, social and cultural rights similar to those enjoyed by nationals. It should also carry with it the opportunity to eventually become a naturalized citizen of the resettlement country.”⁶

“**Reallocation** is understood as the transfer of persons having the status defined by the Geneva Convention or subsidiary protection within the meaning of Directive 2004/83/EC from the EU Member State which granted them international protection to another Member State where they will be granted similar protection and of persons having applied for international protection from the Member State which is responsible for examining their application to another Member State where their applications

⁵ European Commission, Directorate-General Home Affairs, Final report, Study on the feasibility of establishing a mechanism for the reallocation of beneficiaries of international protection, J LX/2009/ERFX/PR/1005, July 2010, p. 9

⁶ UNHCR Resettlement Handbook, 2009, p. 2



Foreword

for international protection will be examined.⁷

The reallocation can be understood as an internal resettlement within the EU;⁸ however the selecting procedures vary from the standard resettlement process since a Member State has previously assessed the asylum claim and granted protection. Therefore, the receiving Member State will evaluate and select the potential candidates on the basis of different standards, which will not take into consideration an assessment of the asylum claim, but rather if the candidates' profile reflects the criteria set by the Member State. The fact that the asylum claim is not re-evaluated leads to a transfer of the legal status from one Member State to another. This implies that, in most of the cases, not all the selected candidates will be granted refugee status, as is usually the case of resettlement, but some will keep their subsidiary protection, if this was the initial decision taken by the

Member State that first processed the asylum application.

METHODOLOGY

The aim of this handbook is to inform future similar activities by learning from this pilot initiative. Considering the novelty of the reallocation concept, and the very few experiences carried out, the content of this handbook is based on the direct observation of activities and results of the project, rather than theories and academic discourses. By no means should this handbook be considered an exhaustive set of practices and recommendations, nevertheless it represents an important reference for any similar future initiative.

In order to produce this handbook, a participatory and engaged approach with all involved partners has been sought and applied. To this end, forms and reports have been constantly shared

⁷ European Commission, Directorate-General Home Affairs, Final report, Study on the feasibility of establishing a mechanism for the reallocation of beneficiaries of international protection, J LX/2009/ERFX/PR/1005, July 2010, p. 1

⁸ As defined in the 'Communication from the Commission to the European Parliament and the Council: An area of freedom, security and justice serving the citizen – Wider freedom in a safer environment', 10 June 2009

in order to gather information on the different phases of the process, in particular for the selection phase, as well as for the integration phase, in order to have a tool to evaluate the steps taken by the refugees themselves when navigating the integration process. In addition, this report will identify challenges of the national reception systems in carrying out this particular task.⁹

The phases of the project include the pre-selection, selection, pre-departure, settlement and integration phases. Each phase has associated challenges, good practices and recommendations which have been outlined in this report. The most relevant lessons learned have been included in the final recommendations.

The participatory approach used also allowed for an increased ownership of the participating partners that were called to contribute to each phase of the project with their inputs and direct experience. By choosing this approach, the project

management also aimed at a higher commitment by the partners who were expected to report on a regular basis on the outcomes and challenges they encountered.

List of acronyms

- AWAS** - Agency for the Welfare of the Asylum-Seekers
- CPR** - Conselho Português para os Refugiados
- DOI** - Document of Identity
- ERF** - European Refugee Fund
- EU** - European Union
- EUREMA** - Pilot project for intra-EU re-allocation from Malta
- IOM** - International Organization for Migration
- MEC** - Malta Emigrants' Commission
- MJHA** - Ministry of Justice and Home Affairs
- OLAI** - Office luxembourgeois de l'accueil et de l'intégration
- UKBA** - United Kingdom Border Agency
- UNHCR** - United Nations High Commission for Refugees

⁹ All the forms are available as annexes.

Introduction

Background

The large-scale arrival of mixed flows made up of irregular migrants, refugees and asylum-seekers on Europe's southern shores has become a regular phenomenon, with the number of arrivals climbing substantially in recent years to its latest peak in 2008,¹⁰ when more than 75 000 individuals applied for international protection in Southern Europe.¹¹

Traditionally a country of emigration, Malta, started experiencing a steady influx of mixed flows arriving on its shores as a result of its geographic position at the centre of the Mediterranean. Since 2001 some 14.768 individuals have arrived by boat to Malta,¹² and only in 2010 did the number of arrivals drastically go down (a 94 per cent decline in asylum application compared to 2009). This was a direct consequence of the agreement in 2009 between Italy and the Libyan Arab Jamahiriya to enhance border control on

the Libyan coast,¹³ which had a large impact on Malta.

Malta has a population of 406,771 inhabitants (July 2010), and with an area of 316 km² it is the most densely populated country in the EU. Together with Cyprus, Malta received, on average, the highest number of asylum-seekers compared to its national population between 2004 and 2010.¹⁴ Once new arrivals land on Maltese shores, they are kept in closed centres until their request for asylum is processed. If the request is accepted they are released and moved to an open centre. In the case of rejection they can stay in closed centres up to 18 months.

The percentage of asylum-seekers that have been granted protection in Malta ranges between 50 and 60 per cent; this varies from year to year given the size of the flows. Out of these, the largest national group to be granted protection are the Somalis, followed by Eritreans; the third

¹⁰ Østergaard, Europe's "Boat people": Mixed migration flows by sea into Southern Europe – Report of the Rapporteur to the Committee on migration refugees and population, Parliamentary Assembly, Council of Europe, July 2008, p. 2

¹¹ UNHCR, Asylum levels and trends in industrialized countries in 2008, p. 4

¹² Statistics provided by MHJA, dated until 18th April 2010.

¹³ UNHCR, Asylum levels and trends in industrialized countries in 2010, p. 9

¹⁴ *Ibidem*, p. 10

group is composed of Sudanese nationals, followed by Ethiopians. The majority of those who are granted protection live in the open centres, which can accommodate about 2,500 persons; while there are official records of the numbers of persons living in the community, these figures are difficult to confirm as not all of them maintain regular contact with the authorities.

The continuous arrival of such relatively large groups of migrants over the years, who have no legal possibility of moving to another country, had a significant impact on Maltese society due to its limited geographic and economic absorption capacity. Hence the Government of Malta continuously advocated for a burden-sharing system within the European Union to relieve the pressure off the island and to find durable solutions for these beneficiaries of international protection. In recognition of Malta's particular pressure, the European Council Meeting of 18-19 June 2009 requested the European Commission to launch a pilot project for Intra-EU Re-allocation from Malta (EUREMA). Ten Member States have pledged to take 255 migrants with protection needs from Malta.

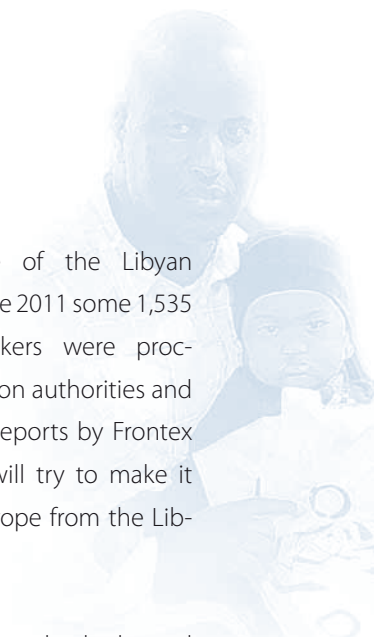
As a consequence of the Libyan crisis from March to June 2011 some 1,535 additional asylum-seekers were processed by the immigration authorities and government entities. Reports by Frontex indicated that many will try to make it across to mainland Europe from the Libyan shores.

Events such as this one clearly showed the need for setting up mechanisms, at both the EU and international level, to share the burden faced by those countries affected by unpredictable and unforeseen incoming migration flows.

Process description

The project's overall objective has been to implement the principle of solidarity with EU Member States whose asylum system is being faced with disproportionate pressures in relation to their geographical, demographic and labour-market situation.

The principle of solidarity between EU Member States is central to the building and strengthening of a Common European Asylum System. The project therefore supported the implementation of a key principle in the European Pact on Immi-



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gration and Asylum,¹⁵ namely the support of a Member State facing disproportionate pressure on its national asylum system.

It is furthermore essential for EU Member States to guarantee that beneficiaries of international protection are given the opportunity to integrate into Europe whilst ensuring that the asylum system is not abused. This is the reason why participating Member States, including France, Germany, Hungary, Luxembourg, Poland, Portugal, Romania, Slovakia, Slovenia, and the United Kingdom, decided to reallocate a total of 255 beneficiaries of international protection from Malta with the aim of integrating them into their respective societies, therefore providing a durable solution for them.

Described below are the phases in which the reallocation process has been divided into; this will constitute the backbone of this handbook. IOM has identified challenges, shortcomings and potential good practices worth replicating

in similar endeavours undertaken elsewhere. The phases are:

1 - Pre- Screening and Preparation Process in Malta

The Maltese Ministry for Justice and Home Affairs (MJHA) in collaboration with the United Nations High Commissioner for Refugees (UNHCR), the Agency for the Welfare of Asylum-Seekers (AWAS), the International Organization for Migration (IOM) and the Malta Emigrants Commission (MEC) prepared dossiers of beneficiaries of international protection in Malta to be considered by the participating EU Member States for intra-EU reallocation. This process was steered and monitored by an ad hoc 'pre-selection committee'. MJHA worked with the aforementioned organizations to undertake a pre-screening on the basis of information available on potential candidates for reallocation. Persons selected at this stage have been counselled by UNHCR, in preparation for the next phase.

¹⁵ As mentioned above, Council of the European Union, European Pact on Immigration and Asylum, Brussels, 1334/08, p. 12

2 - The Selection Process in Malta

During a selection mission, the participating Member States selected the individuals to be reallocated. This was done on the basis of an analysis of the dossiers prepared by UNHCR and by means of direct interviews carried out in Malta with a sample or with all of the beneficiaries of international protection in question (according to the preference and criteria set by the respective Member States of reallocation). Each selection mission was organised giving due consideration of Member States' priorities. Each mission was set up in order to tentatively allow five interviews per day per official and the review of up to 30 dossiers per official per day. These missions consisted of representatives from each of the participating Member States.

3 - Preparation Programme. The International Organization for Migration (IOM) in collaboration with representatives from Member States was tasked with:

- Organizing cultural orientation courses designed to prepare the beneficiaries selected for their arrival in the receiving Member State,

- Conducting necessary medical examinations to ascertain readiness to travel (this comprises the different required modalities of participating Member States),
- Undertaking travel arrangements, including arrangements for travel documents, transportation and reception of the persons, as well as providing transit assistance, when needed.

4 - Reception, accommodation and integration

The selected candidates have been transferred to the respective Member State countries. The integration process includes initial accommodation as well as language and other introductory training programmes necessary for successful integration within the receiving Member State.

Considering the experimental nature of the reallocation, it was considered important to add, as a last component of the process, the sharing of experiences and lessons learned throughout and thus the production of this Handbook.

5 - Dissemination of lessons learned through the publication of a handbook and a Final Conference in Malta

The final conference in Malta brought together all the EU Member States who assisted Malta in sharing the responsibility with regards to beneficiaries of interna-

tional protection, along with other partners and stakeholders. The conference presented the project's results and the lessons learned, through a practical handbook, intended to be used as a reference for future similar endeavours and which is hoped to be of interest to all Member States and stakeholders.

Phase 1

Pre-selection

Data collection

In order to oversee and facilitate the smooth coordination of all the related project activities, the Maltese Ministry for Justice and Home Affairs (MJHA) set up an ad hoc “Steering Committee”, and launched a preparatory phase to build a repository of beneficiaries for the involved EU Member States to select from, which was ready prior to project’s commencement. The Steering Committee was composed of MJHA and UNHCR while other relevant stakeholders formed a working group.

During the preparatory phase a registration process was carried out in November 2009 for the data collection on persons with international protection interested in being reallocated elsewhere.

This registration took place on a national scale, involving all the counterparts responsible for the different open accommodation centres. Individuals living in private housing were registered by the Malta Emigrants Commission (MEC), one of the project partners. The details of all beneficiaries of Subsidiary Protection or

Refugee Status were registered. The following details were collected:

- Name
- Surname
- Protection
- Police Number
- Date of Birth
- Arrival details
- Contact details -
residence and telephone number
- Case Size
- Status
- Languages spoken
- Family composition
- Family members overseas

This exercise facilitated the identification of individuals that potentially matched the criteria put forward by the different Member States. The data collected was registered in a database. In November and December 2009, meetings were held in Brussels with all participating Member States, during which they discussed the establishment of the main criteria and priority considerations related to the selection of cases.

Dossiers of potential candidates for reallocation were prepared by MJHA on the basis of the data collected, and a da-

Phase 1

tabase was created where all the above-mentioned information was stored and shared with the project's partners. Included in the dossiers were the referral form (filled in at the time of registration), the copies of identification documents provided by the Maltese authorities, and any other documents relevant for the applicant. If the applicant claimed to already have family in a potential destination country, copies of the identity document of the family member/s abroad, together with their contact details, were also included. The dossiers were only shared with UNHCR as a basis on which to include further documentation in the event that a person was pre-screened for re-allocation to a given country.

Preparatory Meeting in Malta

A preparatory meeting for all participating Member States and partners was organized in Malta at the beginning of the project's implementation, where a representative of the European Commission was also present. This was envisaged to foster cooperation and mutual understanding amongst the different partners.

During the meeting discussions were held regarding the different steps of

the process, to name but a few: types of documentation required for the refugees to travel, medical screening requirements, integration programmes available in the receiving country, etc.

This meeting proved to be a good occasion for the receiving countries to better understand the Maltese context. Experiences confirm that such kind of meetings should be held regularly in order to ensure the smooth running of the whole process.

Identification of potential candidates

Based on the selection criteria put forward by the different Member States, UNHCR developed lists of potential candidates who could fit the criteria. Subsequently, all individuals were informed and counselled for the opportunity to be considered for reallocation to the relevant Member State.

The initial identification lists varied greatly in size in accordance with such criteria established by the different Member States. For instance, Slovenia and Romania were only ready to accept individuals with full refugee status, whereas others were open to more flexible criteria.

Individual assessments and pre-screenings of all selected candidates to finalize and confirm the applications to be presented for the consideration of each participating Member State also involved the checking of family links when required, and the verification of data presented during counselling.



A “pre-selection committee”, involving MJHA, AWAS, UNHCR, IOM and MEC was set up to support UNHCR in screening the potential candidates. Regular meetings were held to discuss individual cases and to refer to UNHCR any new information received regarding specific cases. This mechanism proved to be particularly effective to overcome limitations created by stringent selection criteria by the countries.

Selection counselling and information sessions

UNHCR contacted some 700 individuals in relation to the selection process. The information provided during counselling was a combination of orientation materials (to give a better understanding of the general situation in the relevant destination country) as well as to address specifics on the integration package of-

ferred. This was particularly important in relation to some of the smaller destination countries since many individuals had very little or no knowledge of some of the participating Member States. Many individuals also carried out their own personal research about possible reallocation countries. During the counselling sessions, some case candidates had detailed questions which were communicated to the respective country for proper feedback. UNHCR then carried out further counselling sessions to provide answers to questions raised.

Interest Confirmation

To guarantee the voluntary component of the reallocation process, all potential candidates were required to confirm in writing their willingness to be reallocated to a particular Member State. The initial

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counselling therefore involved signing of an “expression of interest” form (or “non-interest” depending upon their individual inclination towards reallocation).

Based on experiences gained during the project implementation the following challenges as well as good practices and recommendations are listed, and serve as a reference for future endeavours.

Challenges

Time constraints – During the month of November 2009 approximately 2,000 migrants with international protection needs were registered by UNHCR. The registration was done manually in all the open centres, after which all the files were collected by MJHA. Since the first selection missions were meant to take place in March 2010, the time needed to input all of the information into the database was deemed insufficient. Therefore the database was not ready in time for UNHCR to start the screening of the potential beneficiaries.

Good Practices

Setting up of a selection committee – Involving all the main stakeholders working in the area of migration in Malta, the selection committee identified some vulnerable cases or particular individuals that could better fit the Member States’ criteria emerged during the regular meetings. In fact, even if the database contained all the salient information about the individual, some relevant facts might not have been clearly evident; therefore this discussion forum gave the opportunity to UNHCR to draw out more details about specific cases that might not have been taken into consideration at first glance.

Pre-selection counselling – It is critical that the potential candidates make an informed decision before signing their expression of interest; therefore the pre-counselling sessions are needed in order to provide all the necessary information about the potential reallocation country, in order to explain the different steps of the process and ensure that the person understands the implications of such reallocation.



Recommendations

Creation of an advanced database – In order to facilitate the identification of potential candidates, it is recommended that an advanced database be created, where all the information provided during the registration process can be inputted; this would also allow for the uploading of all the relevant documentation. Ideally, the database could be accessible via internet to a select number of organizations dealing with the pre-selection process, including UNHCR -- in the case of Malta -- but also the reallocation countries themselves. The database manager would have the opportunity to choose to which extent every partner involved can access the data. By doing so, one can avoid sending files by mail or email, which increase the overall efficiency of the information transmitted, and ensure confidentiality and protection of highly sensitive data.

Phase 2

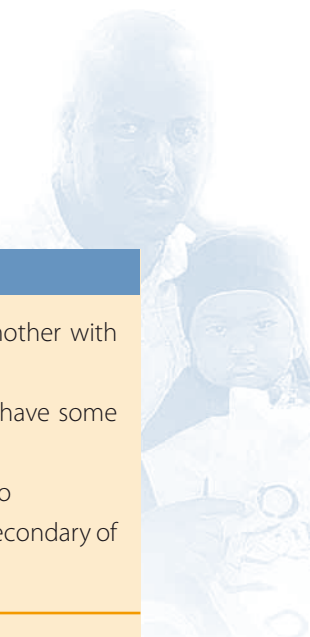
Selection

Selection criteria

Each participating Member State had to set the criteria as relates to the selection of potential candidates eligible for reallocation to their country. Most of the

Member States tended to focus on the integration potential of the beneficiaries in the receiving countries, as is shown in the chart below.

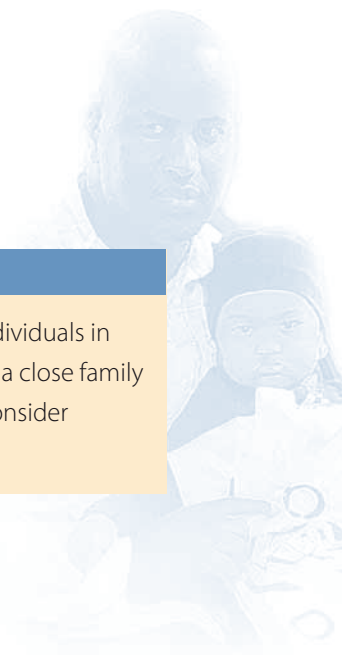
COUNTRY	SELECTION CRITERIA
GERMANY	<ul style="list-style-type: none">• Units: Family or single persons• Language competence – English, German or the potential to learn the language• Family connections or acquaintances in Germany• Skills – educational and professional
FRANCE	<ul style="list-style-type: none">• Beneficiaries of international protection• Knowledge of French language• Family reunion or relationship in France• Qualification, working experience in the country of origin or in Malta• Vulnerable cases (Unaccompanied minors, Medical cases, vulnerable woman with children, victims of torture and of gender violence)
HUNGARY	<ul style="list-style-type: none">• Two entire families, in total 8-10 persons• If possible children from the age of 3 up to the age of maximum 10• If possible no persons requiring special treatment• If possible persons with English or French knowledge• If possible people coming from urban areas



COUNTRY	SELECTION CRITERIA
LUXEMBOURG	<ul style="list-style-type: none"> • Families: Couple with children or single mother with child/children • Persons who do speak French or who do have some knowledge of French language or • People with level of education equivalent to elementary school, some years of middle, secondary of technical school or vocational training
POLAND	<ul style="list-style-type: none"> • Family status: 1-3 families. Age: Up to 45 years old • Nationality/confession: preferably Christians or members of other minorities • Education: preferably at least primary school or skills in reading and writing • Language skills: preferably knowledge of English or French, other languages welcomed • Profession: preferably some skills or job experience and readiness for employment • Health: preferably in good shape, no serious illness or traumas • Other: people open to other cultures and up for the challenge of integration in brand new society and environment
PORTUGAL	<ul style="list-style-type: none"> • Beneficiaries of the status of refugee or subsidiary protection • Reunification with citizens who are already in Portugal • Family ties and friendship with people who live in Portugal • Knowledge of languages (French or English)
ROMANIA	<ul style="list-style-type: none"> • To be recognized as refugees, by a state authority or by UNHCR

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COUNTRY	SELECTION CRITERIA
ROMANIA <i>(Cont.)</i>	<ul style="list-style-type: none"> • Not to enjoy effective protection on the territory of the country of asylum • Not to have prospects of integration in the country of asylum • Not to have prospects of voluntary repatriation in the country of origin • Not to be considered a threat to national security, public order, public health or ethics • To have integration potential in order to integrate himself/herself in the Romanian society • To manifest an express acceptance to be reallocated in Romania
SLOVAKIA	<ul style="list-style-type: none"> • Families with children granted subsidiary protection from Ethiopia or Eritrea • Single parents with children granted subsidiary protection from Ethiopia or Eritrea • Basic knowledge of English language
SLOVENIA	<ul style="list-style-type: none"> • English-speaking persons (obligatory) • Non – existence of other family members wherever (obligatory) • Vulnerable groups (in this order); families, families with one parent, single woman, unaccompanied minors • Vocational education and training (advantage criteria)
UNITED KINGDOM	<ul style="list-style-type: none"> • Each case must have a legal–resident, close family tie in the UK. In the first instance close family ties are considered to be: Children, parents/grandparents over 65 years. In exceptional circumstances: parent/grandparent (singular) under 65, family members aged 18 or over: son, daughter, sister, brother, uncle, aunt.



COUNTRY	SELECTION CRITERIA
UNITED KINGDOM <i>(Cont.)</i>	<ul style="list-style-type: none">• If there are not a sufficient number of individuals in Malta with refugee protection who have a close family tie to the United Kingdom, the UK will consider someone with subsidiary protection.

Selection mission

Each Member State identifies the number of persons to be reallocated and the number of beneficiaries willing to be considered for reallocation in order to make the selection. UNHCR generally provides the Member State with a list of candidates, no later than two or three weeks before the date of the selection mission.

Following the submission of lists each Member State was provided with the details of each candidate. When the number of candidates provided was not considered sufficient, additional ones were pre-screened and provided to the Member States.

Each selection mission was organized with due consideration of Member States' priorities and the availability of the list of potential candidates. It was noted that

ideally this would allow for five interviews per day per official with a revision of up to 30 dossiers per official per day. These missions consisted of representatives from each participating Member State.

In order to screen the cases and interview them on the basis of an analysis of the dossiers previously shared, every Member State organized a selection mission to Malta. The selection methodology was chosen by each Member State either through means of direct interviews with a sample or with all of the beneficiaries submitted (according to the preferences and criteria set by the respective Member State of reallocation).

For instance, France opted to select the candidates on a dossier-basis, and just 26 persons were interviewed to verify if the information provided in the files was ac-

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curate and also to confirm the motivation of the candidates to be reallocated to France as well as their willingness to integrate in to the French society.¹⁶

On the other hand, Luxembourg, Germany, Portugal, Slovenia and the United Kingdom preferred to interview all the potential candidates.

In the case of Romania and Hungary, because of the duration of the identification process of the candidates, both ultimately opted for dossier-screening without coming to Malta for the selection itself.

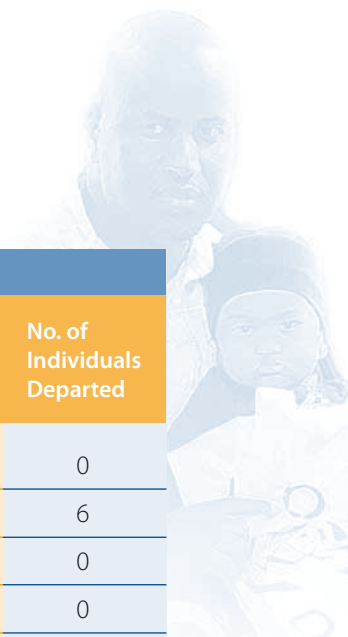
For the remaining two Member States, Poland and Slovakia, the selection mission did not take place even though some potential beneficiaries to be reallocated were identified, as it was not possible to get their expression of interest in the end.

IOM, in collaboration with MJHA, organized the logistics of the selection missions. This included the rental of the facilities where the interviews were held, the provision of interpreters for the interviews and the arrangement of any other specific request of the part of the Member States.

SUMMARY OF CASEWORK				
Country	Desired No. of Individuals Submitted	Actual No. of Individuals Submitted	Initial No. of Individuals to be reallocated	No. of Individuals Departed
France	200	174	90	94
Germany	150-200	200	100	102
Hungary ¹⁷	20	2	10	2
Luxembourg	12-15	12	6	6

¹⁶ Information provided by the report of the French selection mission representative, Ministry of Interior.

¹⁷ Two beneficiaries departed for Hungary, but after few days they decided to return to Malta as they felt this was the better option for them.



SUMMARY OF CASEWORK				
Country	Desired No. of Individuals Submitted	Actual No. of Individuals Submitted	Initial No. of Individuals to be reallocated	No. of Individuals Departed
Poland	12-16	0	6	0
Portugal	n/a	12	6	6
Romania	12	4	7	0
Slovakia	20	0	10	0
Slovenia	20	10	10	8
United Kingdom	n/a	26	10	10
Total	n/a	438	255	228

Results handling

After the selection missions the delegations had to go back to their respective capitals and make further inquiries on the candidates, including security checks, before making the final decision. The only exception was Luxembourg, which liaised with its capital from Malta and informed the selected beneficiaries the day after the interviews were completed.

Once the decision was made, the Member State officially informed their counterparts in Malta. IOM was in charge of contacting the candidates after their interviews to inform them about the final decision.

All the Member States issued an official approval letter for each of the selected candidates, as it was suggested during the preparatory meeting. In this letter, it was specified that the government of the Member State took the decision to accept the selected beneficiary, and listed the next steps which were needed before the case could be reallocated.

For those cases that were not selected, France, Germany, Luxembourg and United Kingdom decided to issue a letter to inform the candidates accordingly. This was suggested during the preparatory meeting to ensure transparency in the

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selection process, and to clarify that the decisions were taken by the Member States and not by the Maltese authorities or any other organization involved in the project.

Once the decision letters were distributed, IOM was in charge of the travel arrangements, for those successful candidates, while UNHCR followed up with the cases which were not selected.

Counselling for those not selected

During the counselling for those cases considered but not selected by any of the participating Member States, UNHCR provided a general explanation as well as an overview of the EUREMA project and how the selection process was organized. This allowed those individuals a better understanding of the functionality of the project. Based on the different countries' criteria, the possible reasons for non-selection were outlined to each person. Beyond this, an attempt was made to engage in dialogue regarding the immediate needs and challenges faced by those individuals in Malta, including their employment and educational situation. The aim was to jointly identify possible ways forward, with a focus on pursuing

potential training and educational opportunities.

The counselling proved to be important as it provided closure for unsuccessful candidates as well as served to assist them with focusing on future opportunities in Malta. It provided UNHCR with the opportunity to open the discussion about integration. This gave a number of individuals the chance to inform UNHCR of their daily struggles and challenges that they faced in Malta. In turn, UNHCR was able to advise the beneficiaries in a more meaningful, relevant manner. As a matter of fact, many beneficiaries expressed their appreciation for the increased transparency of the process as well as for the more personalized approach. Nevertheless, it should be noted that many of those rejected through the EUREMA process were left with a high degree of frustration.

Approximately 120 unsuccessful candidates were counselled, some on multiple occasions, and in certain cases these included families with children. Only a few individuals declined UNHCR's offer for counselling.

As with the first phase of the reallocation process, the second phase was also

analysed. The main challenges as well as reference for good practices and recommendations are listed below.



Challenges

Selection criteria – Some of the selection criteria did not match the pool of candidates. For example, some of the Member States' specifications, pointed towards their interest in accepting families while only a few countries had criteria which allowed them to accept single men/individuals with a spouse or family in their country of origin. This caused a mismatch between the criteria and the pool of candidates, since families are few and many single men have families in their countries of origin.

The criteria, in general, reflected each country's specific preferences rather than addressing the real and expressed need amongst the refugee community in Malta, and this was also perceived by the community itself after the counselling for those not selected.

In certain cases discussions with relevant Member States led to some adjustment and widening of the criteria.

New Reallocation Member States - The fact that a number of 'emerging' EU Member States were participating in the exercise proved to be a challenge both for them and for the project. Potential candidates showed reticence in confirming their interest in being reallocated to these countries due to the following reasons

- Lack of knowledge about the situation for refugees in these countries,
- Awareness of the relatively small size of existing African communities,
- Doubts about whether relocating would imply the maintenance of their status quo rather than a significant improvement in their situation, in particular regarding family reunification prospects.

Phase 2

This was, to some extent, addressed thanks to the additional provision of country information; however in many cases this was not sufficient for individuals to confirm their interest, as they came to the conclusion that being relocated was not always the best option for them at that moment.

Good Practices

Decision letters – As the reallocation process is relatively new, many of the refugees are still not familiar with the different steps and the role of the various organizations involved. They may also be confused about who is going to take the final decision regarding their reallocation. In fact, often cases will go through the initial counselling with UNHCR, sometimes for more than one country, after which they are contacted by IOM for their interview and the results; eventually they are interviewed by a representative of the Member State. It is therefore important that candidates involved in the selection process receive an official decision letter from the Member State. This makes the process more transparent as the candidates can understand that the decision was taken by the Member State itself after an assessment of their case, and not at the local level by one of the organizations involved.

Counselling for those not selected – The selection process required that candidates be approached and counselled as part of the overall process. However, many were not selected; it was therefore considered as necessary to provide them with group and individual counselling to better explain the selection procedures, as well as the possible reasons for not being selected, and also to give them the opportunity to discuss their possibilities of integration in Malta. The counselling proved to be a tool to manage the frustration on the part of unsuccessful candidates and to assist them in focusing on new objectives in order to plan their future.

Recommendations

Reassessment of the selection criteria – The experience of the EUREMA project proved that it is pivotal that the criteria set by the receiving Member States match the



pool of candidates present in the country from where the refugees will be selected.

If, on the one hand, it is clear that the Member States have to specify the general profile of the possible beneficiaries, on the other hand narrow criteria that do not meet the characteristics of the potential beneficiaries may jeopardize the success of the reallocation process, as candidates might not be found. Different methods can be used in order to avoid this bottleneck; for instance, dissemination of fact sheets describing the individual populations in need of international protection under consideration for reallocation. Additionally or alternatively, web conferencing can be organized for pre-selection missions between the selection committee and the receiving countries, to facilitate exchanges on the potential beneficiaries.

Number of cases submitted – Most of the Member States requested to receive up to double the number of cases files that that they were intending to relocate, before their selection mission,. This implied that a large number of potential candidates would be screened and submitted who would eventually not be selected, creating frustration and disappointment amongst them. Therefore, the number of de-selected candidates should be minimized as much as possible so as not to raise false expectations amongst the refugees.

Phase 3

Pre-departure arrangements

Once the beneficiaries are selected by a Member State, they start going through a series of pre-departure measures and procedures that comprise: the health assessment, a pre-departure cultural orientation session, the preparation of their travel documents and the arrangement of their departure formalities. All these activities are organized and carried out by IOM.

Pre-departure health assessment

The aim of the pre-departure health assessment is to ensure that migration from one place to another does not endanger the health of the refugees and to reduce public health risks during travel or after arrival at the final destination.

The health evaluation of refugees is tailored to satisfy existing public health and immigration entry requirements of the reallocation country. For countries that do not regulate health within immigration policies, the pre-departure health assessment may be used as an instrument to ensure safe travel and to ensure proper follow-up upon arrival in the case of particular medical conditions.

The health assessment aims to:

- Detect communicable diseases and other health conditions that are incompatible with travel;
- Determine the applicant's health status and identify health conditions, especially those that may require treatment prior to travel and follow-up treatment after reallocation at the final destination.

Health Assessments are normally based on immigration regulations and may include the following:

- Physical examination of each applicant including family members
- Diagnostic investigations, including:
 - Serological;
 - Radiological;
 - Chemical (blood/urine);
 - Tuberculosis bacteriology;
 - Referral or consultation with specialist medical staff;
- Review and documentation of immunization history;
- Complete documentation of all health findings in accordance with the receiving country's public health regulations.

Post-test counselling is carried out privately by the selected panel physician to ensure confidentiality, gender sensitivity as well as their security and risk of exposure to stigma for the refugee. The counselling is carried out for a variety of positive results so that refugees are empowered to understand their personal medical conditions which may require additional treatment either prior to departure or as follow-up at final destination.

In the EUREMA context, most of the receiving countries requested the selected beneficiaries to undergo an X-ray chest exam, to verify possible tuberculosis, and take an HIV test. In some cases, the medical results could be grounds for exclusion from the reallocation process. A joint letter signed by MJHA, UNHCR and IOM requested the Member States to refrain from using the medical results as a criterion, as the health assessment should be a means to determine the applicant's health status and provide a proper follow up, if needed, for special medical needs.

All the selected beneficiaries underwent a pre-departure health screening to verify if they were fit to travel; this usually took place 48 hours before departure. This procedure is performed to ensure



safe travel as well as follow-up upon their arrival in case of particular medical conditions. It is particularly important if no other medical tests were carried out prior to their reallocation, and to monitor medical cases that were referred during the first health assessment.

Cultural Orientation

Anyone moving to a country where cultures, traditions and practices are different from one's own can be expected to undergo an adjustment period of variable duration and difficulty. Refugees often have little if any knowledge of the societal and economic realities in the country of reallocation. They often come with unrealistic and inaccurate expectations of their future life in the receiving country. These expectations not only cause stress to the newcomers upon arrival, but may also place

Phase 3

undue pressure on the social service providers of the host community who work hard to help the newcomers to adjust.

To address these issues, pre-departure Cultural Orientation (CO) courses are planned for all cases selected for reallocation. The primary objectives of the orientation courses are to:

1. Prepare refugees for their first few months in the new country;
2. Provide refugees with accurate information about life in the country of destination;
3. Help refugees develop realistic expectations about the reallocation process;
4. Assist refugees to develop the basic skills and awareness necessary for successful adaptation to their new society;
5. Address refugees' concerns and questions, and
6. Empower refugee women whenever possible.

Each Member State provided specific resources and materials from which IOM extracted a country-specific curriculum to meet the specific needs of the reallocated population. Along with the pre-

scribed topics, each country also identified the values and cultural "norms" which they specifically wanted addressed in the curriculum. Usually curricula are tailored for populations that have never been or only modestly been exposed to Western culture. However, in the Maltese context, it has been important to restructure the curricula already used for resettlement in the receiving countries, considering that all the selected beneficiaries had been in Malta already for a few years. Therefore many were already familiar with cultural norms of the European context. This implies that the information needed to develop the curricula needed to be more specific and to cover topics that usually are not included in standard curricula, as they would only apply to cases reallocated within the EU.

For some countries of destination, the curriculum is designed and developed on an ad hoc basis for the EUREMA project, as there was no CO curricula available serving other similar programmes. This was the case for Slovenia, as it was the first time that this country had accepted refugees in the framework of a resettlement/reallocation programme. The Ministry of the Interior of Slovenia (Migration and Integration Directorate) provided



very accurate information regarding the reception centre and the integration courses which the new arrivals would be expected to follow, as well information on the rights and responsibilities of refugees in Slovenia. This facilitated the preparation of the session, as it was particularly important to be able to present both a realistic and accurate overview of the country, mainly because refugees going there felt insecure about moving to a country which they knew nothing about, and where they knew there was no community to support them.

The main topics covered were:

1. Travel, In-flight Safety, the Journey and Transit Assistance
2. Country overview (history, geography, population and political system)
3. First months post-arrival – including reception and social services

4. Employment
5. Education and health
6. Refugees Rights and Responsibilities
7. Integration into the new society: cultural adaptation

Experience has proven that it is crucial that every Member State provides accurate information prior to the delivery of Cultural Orientation sessions, in particular on points related to numbers three and seven mentioned above, as this information serves to both reassure refugees and helps them plan their future better.

During the individual Cultural Orientation sessions, the participants are expected to be actively involved and engaged as much as possible and they will be encouraged to take a pro-active approach, in sharing their knowledge about the country of destination and the various associated topics addressed. Listed below are the most frequently asked questions posed during a sample of different pre-departure orientation sessions:

- How long will the family reunification process take and who is entitled to benefit from it?
- Can I have access to education (for adults)?

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- Can I open a bank account as soon as I arrive? How can I transfer my money from Malta?
- Can I wear the veil during the French language courses?
- If we circumcise our daughter, is it considered illegal? How about if we do it outside Europe?
- For how long can I live in the open centre? Afterwards, who is going to help us find a new accommodation?
- What is the minimum wage per hour?
- Can I choose the place where we want to live within the country?
- How long does it take to get the passport?
- If I loose my job, is the State going to support me?
- Will the years that I have been working legally in Malta be considered in the calculation of my pension in Europe?
- Is a non-EU driver's license valid in Europe? And the Maltese one?
- Can we have access to childcare? Can the children have access to education?
- Will I have a permanent work permit?

Travel documents (issuance)

When planning refugees' departure from Malta, one has to take into consideration the kind of documents the selected beneficiaries possess or need to obtain in order to travel. Due to lack of harmonization amongst the different Member States regarding the entry requirements for persons benefitting from international protection, the criteria set forth by the sending country, the receiving country's legislations and the type of protection the person enjoys need to be taken into account.

Regarding the situation in Malta, those persons granted full refugee status can obtain a 1951 Geneva Convention passport, while those persons granted subsidiary protection can obtain an Alien's passport. Moreover, the Maltese authority can issue a Document of Identity (DoI) for any person with international protection in Malta, but this document is valid only for the flight mentioned on the document.



In order to travel, a residence permit or a visa needs to be stamped in any of these documents.

For those receiving countries that have an Embassy in Malta, many opted to issue the visas for the selected candidates, which could then be attached to the Dol or on a laissez-passer issued by the Embassy itself.

For the other Member States that do not have an Embassy in Malta or cannot issue visas, (Maltese) alien passports were obtained together with Maltese residence permits that allow the selected candidates to travel to their final destination. Once arrived in the receiving Member State, migrants were asked to return their Maltese documents to the national authorities that had to send them back to Malta.

Departures

Once the date of the departure is agreed upon with the receiving country, IOM is in charge of organizing the transportation to the airport and liaising with the airline and with the Immigration Police to ensure departure formalities. IOM is also responsible for assisting the refugees themselves while in transit and

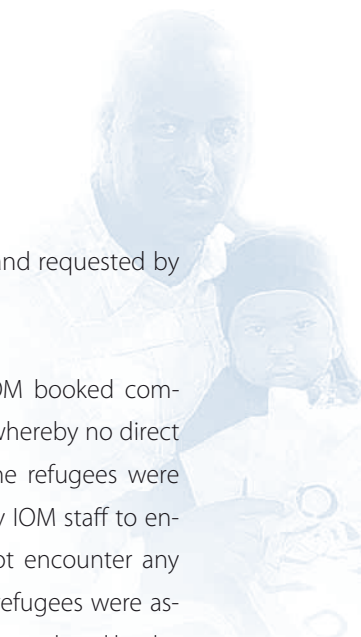
upon arrival, if needed and requested by the receiving country.

For smaller groups, IOM booked commercial flights; in cases whereby no direct flights were available, the refugees were assisted during transit by IOM staff to ensure that they would not encounter any problems. Upon arrival, refugees were assisted by IOM staff, if requested, and by the national authorities that were receiving them in the new country who also accompanied them to their accommodation.

For larger groups, IOM chartered a flight upon request of the receiving country, as this facilitated handling during the post-arrival process, and also helped avoid the issue of overweight or excess luggage.

The opportunity to have an IOM medical escort was available, in particular for chartered flights, as the refugees would be travelling on their own, but no medical cases were present among the selected groups.

From IOM's direct experience gained in the implementation of this phase, some key challenges, good practices and recommendations have been identified as it follows:



Phase 3

Challenges

Providing childcare during Cultural Orientation – Difficulties were encountered during the Cultural Orientation because the vast majority of women with children had to bring them along during the sessions. Given the young age of the children (less than three years), it was not possible to involve them in any side activity, therefore their mothers needed to look after them without having the possibility to focus on the discussions. Often additional IOM staff members were present to help out during the sessions. If childcare could be provided the women could focus on the sessions.

Provision of accurate and updated information for the Cultural Orientation – It is essential that during the preparation of the Cultural Orientation sessions, the Member States provide the most accurate and updated information on the situation that the beneficiaries will find themselves in upon arrival. In some cases following their arrival, the refugees found out that the information received was not correct, and this served to undermine the relationship of trust that the organization providing this information builds with refugees (in this case IOM delivers the sessions). It also caused stress to the refugees due to the difficult situation they sometimes found themselves in. A way to overcome such problems might be to directly involve the local authorities or NGOs that will work with the refugees in the receiving countries.

Good Practices

Pre-departure health screening (fit for travel) – The health screening performed 48 hours before the departure is conducted to ensure safe travel and any necessary follow-up upon arrival, especially if there are particular medical conditions present. All the selected beneficiaries for EUREMA underwent medical screening, which is particularly important if no other medical tests were performed before. It is also important to monitor medical cases that were referred during the first health assessment, as time might have passed between the medical exams and the refugee's actual departure.

Presence of facilitators during Cultural Orientation – For the French Cultural Orientation sessions, IOM invited two facilitators to participate. They were selected amongst

the refugees that were reallocated from Malta to France in July 2009. They were a married Somali couple, who were chosen by the staff of the centre in France as they served as a good example of integration amongst the group that had left. The couple had been successful in their efforts to learn French, they were able to leave the reception centre and move into a private accommodation. The presence of the two facilitators was a positive factor because it increased the participation of the refugees during the CO sessions. Many of the refugees were less shy about asking questions especially as they were dealing with individuals who shared a similar cultural background and who had gone through a similar migration experience. The “cultural informants” were able to provide first-hand information, and go into more detail compared with the information included in the booklet which was provided by the French authorities on the reallocation process. These Somali facilitators gave tips on several practical issues and shared their feelings and experiences, which contributed to providing a realistic picture of what the refugees could expect upon arriving in France.



Recommendations

Medical conditions should not be a selection criterion – Some EU countries excluded candidates on the basis of medical test results. This is not advisable, in particular because this exclusion on the grounds of medical conditions was not initially included in the criteria submitted by the countries for the selection.

Longer duration of Cultural Orientation courses – The courses for all the countries consisted of five hours each over a one-day period. This proved insufficient time for the refugees to adequately take in all of the information provided. As most of the topics were concentrated during this limited timeframe, the refugees had little or no time to internalize the information provided. IOM's experience suggests that a minimum of two or three days of Cultural Orientation sessions would help the learning process considerably.

Phase 4

Settlement and integration

The integration phase begins with the arrival of the beneficiaries in the receiving countries. This phase is the most difficult to evaluate. The project addressed a number of integration-facilitating activities for all the countries, except the UK, as the last phase was seen as an integral part of the project. The reallocation of refugees needed to take into account both the post-arrival phase, as well as how the refugees coped within their new environment. This information it is hoped would assist in assessing the feasibility of the project and to a certain extent also to evaluate its success. In all of the participating countries, refugees were directed to mainstream services, in some of them additional ad hoc supplementary support was provided to the Malta-based caseload, particularly for their first 6 months and up to one year.

Every country was requested to monitor the integration phase, and regularly report on the progress made as well as on the situation of the beneficiaries. For this purpose, a questionnaire was created (Annex 6) and shared with all the participating EU Member States. This

chapter includes the answers provided by each Member State on its integration programmes and the progress made by the beneficiaries, as well as the difficulties and the challenges they encountered throughout the process. Based on the experiences of the participating countries, it also includes an attempt to identify several good practices worth recommending for other similar initiatives.

France

On the 5th of July 2010, 93 persons with international protection were reallocated to France. The number of persons selected increased up to 95, as another two reached France at a later stage. As of the 31st May 2011, the total number of persons reallocated to France was 99.

Integration programme

The integration process for the beneficiaries of the EUREMA project was carried out within the national scheme of the contract of reception and integration (Contrat d'accueil et d'intégration, CAI). This programme lasted one year, and could be renewed for another year, and included:



- **Civic training** of one day on French institutions and the values of the Republic, such as equality between men and women and secularism;
- **Language training** that consisted of up to 400 hours, according to the needs of the person and the level reached during the course of study. If the beneficiary passed the final examination he/she would have received the “Diplôme initial de langue française” (DILF);
- **Information session on life in France**, designed to sensitize the newcomers on the functioning of French society;
- **Social follow up**, if the personal or family situation required it;
- **Assessment of the professional skills**, adapted to the needs and the

abilities of the person, to facilitate the job searching.

The beneficiaries accepted in the framework of EUREMA also had access to medical assistance and they are being assisted, if needed, to find their own accommodation.

Language courses and schooling

In May 2011, an estimated 75 people had completed or were attending a language course. The courses started in July (2010) for the single men and women, and in September (2010) for the families.

The duration of the language course was an average of 300 hours, but could be extended to 400 hours if needed.

In general, the beneficiaries regularly attended the lessons and by the end of May, 54 people obtained the “Diplôme initial de langue française” (DILF).

The majority of the beneficiaries opted to continue to study French in order to reach a higher level of proficiency, in order to obtain the “Diplôme d’études de langue française” (DELF).

Phase 4

With regards to schooling, twenty-six children were reallocated and five were born post-arrival in France. Some were registered in kindergarten, some at primary school. The first group started in autumn 2010.

Housing/Accommodation

The families were accommodated in individual accommodations while the singles were housed in reception centres. Once they started to receive social benefits, the beneficiaries were asked to pay a contribution for the accommodation. Upon arrival, they lived in reception centres where they could be accommodated for up to six months, with the possibility to renew their contract. The accommodation is guaranteed in the framework of EUREMA, and the social workers provided assistance in finding private accommodation, but after nine months from their arrival in France, the vast majority were still living in reception centres.

Job Access

The public employment office had an interview with all the reallocated beneficiaries and they were assisted in finding suitable jobs.

Most of the beneficiaries were still unemployed by June 2011, mainly due to their lack of knowledge of French.

About twenty beneficiaries that already had a basic knowledge of the language, or that reached it after attending the language course, have started to plan their future careers. Many were advised to start vocational training or assisted in qualifications and diploma recognition for past work achievements.

Five beneficiaries had the possibility to work on a temporary basis (8 days) during the grape harvest season in one of the centres.

Health

All of the beneficiaries underwent a medical check-up after their arrival in France. In general, it seemed that the reallocated persons had some psychological issues due to their fragile mental state.

Two people had serious medical conditions while they were in the accommodation centres. Another one had to follow a course of medical treatment. The pregnancy of three women required close follow up in France. One of the beneficiaries

passed away due to a heart attack on 13 August 2010.

The social workers assisted them in all of the procedures. Thanks to the support of the social workers and the public authorities, the medical insurance was granted to all in a very short time after their arrival in France.

Access to mainstream services and social support

Assistance was available throughout the project, according to the needs of the different cases. Most of the beneficiaries had acquired a certain degree of self-sufficiency, even though some needed to be accompanied for administrative procedures.

Social support was offered to all the beneficiaries of the programme which changed according to their status. Once the protection was transferred from Malta to France, they were entitled to social benefits (RSA – Revenu de Solidarité Active).

Difficulties encountered during the integration phase and future perspectives

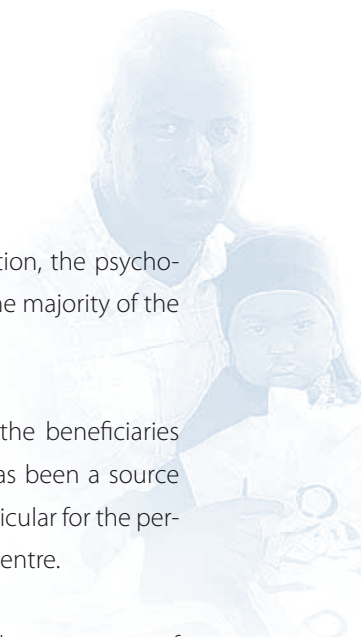
In general, the linguistic barriers contributed towards difficulties in the inte-

gration process. In addition, the psychological vulnerability of the majority of the beneficiaries was noted.

The death of one of the beneficiaries on 13th August 2010 has been a source of further trauma, in particular for the persons living in the same centre.

Generally speaking, the managers of the centres noticed certain difficulties in the adaptation process and noted some of the challenges faced by the beneficiaries as related to some of the administrative procedures the beneficiaries had to follow once in France. These included transfer of protection, application for the social benefits, as well as the delay that sometimes occurred in their getting what they requested, despite the fact that their administrative procedures were fast-tracked. In general the beneficiaries were particularly demanding and had very high expectations. These tensions required the intervention of the Ministry of Interior in one of the centres.

The integration path of the beneficiaries of this programme needs to be viewed from a long-term perspective, as it needs to extend for longer than the six months -- with a possibility of renewal, as



Phase 4

foreseen in the EUREMA project. In general, the assessment of the managers of the centres highlighted the importance of better preparation before their arrival in France.

Germany

On October 21, 2010 Germany reallocated 102 persons with subsidiary protection; of these, 89 were adults and 13 children. One family joined the group at a later stage (in February 2011) due to an early birth that prevented them from travelling in October for the baby's health.

Integration programme

Before the integration course began, the course providers carried out an assessment test. The results helped determine which course module the person should begin with and whether it would be useful to attend a special course in addition to the general integration course (including one which addressed literacy skills, and an integration course for women/for parents/for young adults, catch-up course, and intensive course).

Each integration course consists of a language course and an orientation

course. The general integration course includes 645 hours, and depending on the focus of the course that applied to the person, the total length of the course could comprise up to 945 hours in total.

The language courses cover important aspects of everyday life, such as shopping/trade/consumption, housing, health and hygiene, the body, work and career, continuing and further education, educating and raising children, leisure time and social interaction, media and media use, writing letters and e-mails in German, filling out forms, making telephone calls and applying for jobs. Topics vary depending on which type of course the person attended. If, for example, a person attended a youth integration course, the course would deal with topics which are of specific interest to young people such as applying for an apprenticeship. During the language course, the beneficiaries would take an intermediate test in order to prepare them for the final examination at the end of their integration course.

In conjunction with the language course, the beneficiaries also attended a 45-hour orientation course. During the orientation course, the beneficiaries discussed topics such as the German legal

framework, history and culture, rights and obligations in Germany, ways of co-existing in society, important values of the German society, such as freedom of worship, tolerance and equal rights. By taking the final test, the orientation course is completed.

Language courses and schooling

The German language course consists of a basic language course and a follow-up language course. The general integration course comprises a total of 600 hours and additional special courses are comprised of up to 900 hours.

There are full-time and part-time courses available. As a general rule, the integration course is attended on a full-time basis. It is possible, on an exceptional basis, to attend on a part-time basis, if the beneficiary is employed.

Therefore, the courses can take 15/20/25/30 hours per week, depending on the personal schedule and availability of the person.

If the beneficiary passes the language test at level B1 and the orientation course test, then he/she has passed the final



examination and will receive the “Zertifikat Integrationskurs” (integration course certificate).

At the time of writing, three acquired a certificate but for most, courses were still running. Only 18 participants were absent without valid reasons for some of the lessons. There were only three participants who were absent for more than 10 per cent of the times.

If the beneficiary has attended lessons according to the requirements and has used up the full quota of lessons related to the integration course -- but has not attained language level B1 in the language section of the final test the beneficiary can apply to repeat 300 hours of language training on a one-off basis. The beneficiary can also take the language examination one more time without pay-

Phase 4

ing a fee. The condition for doing this is that the person attains a minimum of language level A2 in the first test.

The application to attend the course has to be filed out within two years after arrival, and the courses start after the application is filed. However, the Federal Office for Migration and Refugees worked towards an early start of the integration course by handing over the eligibility certificate upon arrival. Amongst the refugees reallocated, by March 2011, 31 cases hadn't yet applied, 8 cases were waiting for the beginning of the course and 50 beneficiaries started to attend the courses between November 2010 and February 2011.

With regards to the schooling situation, thirteen children were reallocated to Germany, and just one child, born in 2002, was supposed to attend primary school. All the others were born between 2006 and 2011, and therefore should be attending kindergarten, but because it is not compulsory in Germany, data was not available on their attendance.

Housing/Accommodation

Generally, the refugees are located in a communal accommodation upon arrival.

Occasionally, they were accommodated with relatives, friends or through private accommodation.

The first accommodation is provided for free. The period of stay is different for each case and cannot be specified. Local administration offices supported the access to private accommodation, and social support has been provided to cover rental costs while the refugees still do not have an income.

Access to Employment

The beneficiaries receive a work permit upon arrival. A few of them were already working by July 2011; this was primarily due to the lack of the German language skills.

Accessing the labour market is not always easy for newcomers. Often job seekers have to have specific qualifications to take up a job. Recognition of these qualifications gained abroad, or having these qualifications evaluated, is therefore particularly important when it comes to finding a job.

To facilitate access to the job market, the local authorities offer vocational

courses for professional purposes. These are funded by the Federal Office for Migration and Refugees. These courses are targeting people with an immigrant background who are looking for work or who would like to advance their careers. The courses combine language tuition, professional qualifications and practical exercises. At the moment of compiling the information for this handbook the refugees did not have enough German language skills for the vocational courses.

Health

The refugees are provided with compulsory health insurance and are therefore provided with unrestricted medical treatment.

Access to mainstream services and social support

As for social services, some of the people reallocated have been accompanied by social workers, or otherwise have gone by themselves or with their friends or relatives.

Social welfare was available upon arrival and they were entitled to receive a monthly allowance, and to be reim-

bursed the costs for accommodation and heating.

Difficulties encountered during the integration phase and future perspectives

Expectations towards the reallocation process have been high. Often the challenges which have to be faced when starting a new life in a foreign country were underestimated.

The German language is not easy to learn and without language skills integration in the labour market is difficult.

The people have been allocated to sixteen federal states. Not every wish with regard to the allocation could be fulfilled. In some cases there was no community or only a small community of their nationals.

The impression was that some persons underestimated the criteria which need to be met for family reunification. In general family reunification is possible but the conditions on income, adequate living space and German language skills of the family members requesting it are difficult to meet during the initial period following arrival.



Phase 4

The responsibility for the reallocated persons lies in the hands of various administrative bodies. This makes it difficult to closely follow the integration progress of the persons. Administrative procedures are complicated and in some cases (for instance concerning issuing aliens' passports) results still cannot be assessed. In some cases, it was observed that information given prior to departure was misunderstood or could not be recalled at all.

This leads to the conclusion that the information-sharing process between all actors involved in the reallocation could still be improved on. It is especially important that false expectations are not raised and that the individuals concerned can reach an informed decision.

In general the reallocation process to Germany went smoothly. Despite the difficulties faced in the initial period most of them are motivated to integrate. The majority started with language courses soon after arrival.

Luxembourg

Luxembourg reallocated three families on July 25, 2010, for a total of six people: four adults and two young children.

Integration programme

The three families received the general services foreseen for asylum applicants in Luxembourg; no special services were set up. Existing collaboration with the Luxembourg Red Cross was extended, and a "pre-selection mission" consultation took place with them.

The main differences with the mainstream reception of asylum applicants were:

1. The personal guidance by a social worker started upon arrival in Luxembourg;
2. A housing facility for each family was available upon arrival;
3. The preparation for integration started immediately.

Language courses and schooling

All four adults started French language classes immediately upon arrival. The two single women along with a young child started in October 2010 by joining mainstream language classes, organized by the Ministry for Education and Professional Training, while the couple without children started in August 2010 with pri-



vate tuition, given by a voluntary worker of the Luxembourg Red Cross; in September 2010 they joined the mainstream language classes organized by the Ministry for education and professional training.

The two single women attended a two-hour class four times a week, for a total of eight hours per week, while the couple continued with private tuition and attended once a week for two hours.

They attended the lessons regularly; no one has completed the course at the time of writing, however it is assumed that they will receive a certificate. Three out of the four have reached a basic level of knowledge of the language. In case the language level is not sufficient there is the possibility of additional language training for free.

As regards schooling, two very young children were reallocated. They are not attending a local school yet because they are under the age of four. They began by joining a day-care centre in their municipality of residence in May 2011.

Housing/Accommodation

Three accommodation facilities had been prepared and were available upon arrival (including furniture, house hold items, linen, and basic food items) on the first day.

The couple were given a small apartment in a house managed by the Luxembourg Red Cross, while the two single women were living in a small residence for single women with children who have residence permits in Luxembourg (as opposed to asylum-seekers). This consisted of a so-called "half way house" (maison de deuxième phase). Each household has a one large private room and shares a kitchen and bathroom with two other women.

All three families continue living in these houses which are provided free of charge by the social security system, as long as the beneficiaries don't have a monthly income.

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It was planned, before arrival, that these three families could stay there for three years so as to be able to arrange other accommodations if needed.

Access to Employment

The beneficiaries were allowed to work in Luxembourg as soon as the travel document and residence permit for non EU citizens was ready, but by July 2011 none of them were working, mainly due to the need to further improve their language skills.

Once an intermediate (to advanced) level in French language is reached, there is the possibility to attend vocational courses, which will facilitate access to the job market. There are two kinds of courses available:

- Short term and long term vocational training (crafts, IT, secretarial work and more)
- Secondary school degree in evening classes (fluency in French and German is needed)

Health

One adult had been diagnosed with a chronic disease while in Malta and started

specific medical treatment immediately in Luxembourg, however there were no special needs for the other five people.

The social workers of the Office Luxembourgeois de l'Accueil et de l'Intégration (OLAI) arranged the appointments with the doctors and provided for immediate financial support of medical costs through the budget for asylum-seekers of the public administration, OLAI.

OLAI is responsible for guaranteeing access to medical services, through financial support and individual guidance, according to the individual case.

All six people were directed to general practitioners; the three women to a gynaecologist, all adults to a dentist, the two children to paediatricians, and one woman to a specialist.

Access to mainstream services and social support

The three families were immediately directed to two social workers upon arrival, to receive support to access the different services available, and they could request their assistance when needed. This service is part of the mainstream Luxembourg

reception system of asylum-seekers although, in the case of reallocation or resettlement, a special effort is made and more guidance is provided.

All needed an interpreter upon arrival and they have subsequently found people in Luxembourg who help with translation.

After one year, the refugees have gained good knowledge of the public services as well as the local administration. They received extended information about their rights and obligations in Luxembourg, with the help of an interpreter.

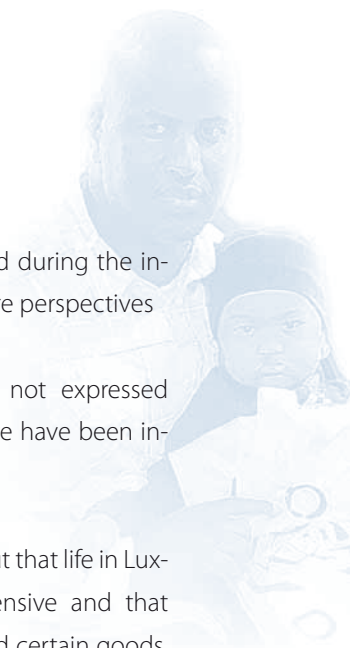
With regards to social support, the families were helped by the “Service National de l’Action Sociale”, a public administration linked to the Ministry for Family and Integration, that is in charge of social services to beneficiaries of the “Revenu Minimum Garanti – RMG” (guaranteed minimal income). This is a public social programme which guarantees financial income and a wide range of educational and training programmes, as well as access to jobs, access to psychological and social guidance, according to the individual prescribed needs of the beneficiaries. It is a tailor-made programme.

Difficulties encountered during the integration phase and future perspectives

The four adults have not expressed great difficulties, but there have been individual worries, such as:

1. The couple found out that life in Luxembourg was expensive and that they could not afford certain goods, such as a car, unless they reach a certain income.
2. The two single women had expressed difficulties sharing a kitchen with non-Muslim women (a Korean woman who eats pork).
3. Shortly after arrival, one woman refused to use a pen touched by a non-Muslim woman in the administration issuing the residence permit.

As the Institution responsible for the implementation of the project in Luxembourg has extensive experience both in the fields of reception of asylum-seekers, integration of refugees and resettlement programmes, dating back to 1979, including a variety of social work activities, no specific difficulties were encountered. The collaboration with the social worker of Red Cross was smooth and successful.



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The only disappointment worth noting was the length of time taken by the Luxembourg authorities to finalize documentation papers. This had an impact on the starting point for mainstream benefits (minimal income and child benefits) which was somewhat difficult to explain to the families. This domestic aspect would need to be addressed again in the event that a future reallocation programme is planned.

A question which remains open relates to the general or specific information provided to potential candidates during the selection mission¹⁸. While the areas that covered during the orientation workshop are known, Luxembourg authority would welcome to learn from other countries about the degree of detailed information provided.

Portugal

On November 4, 2010, two Somali families with subsidiary protection were reallocated to Portugal. The first family was composed of parents with two minor

children, of whom one was born in Portugal in April 2011; the second family was composed of a single mother with two minor children.

Integration Programme

The NGO “Conselho Português para os Refugiados” (CPR) was responsible for the reallocated families from Malta. Though the use of existing facilities and services designed to respond to the main concerns of refugees upon arrival and throughout their integration into the host society, CPR provided language training, assistance in job placement, vocational training, skills/academic education certification procedures and assistance in procedures for enrolment in the national education system. CPR also provided assistance with respect to their search for suitable accommodation in addition to legal and social support.

Language courses and schooling

Asylum-seekers and refugees benefit from language and communication training, in a process that includes two distinctive phases:

¹⁸ Luxembourg opted to have the course of Cultural Orientation delivered by a representative of the Office Luxembourgeois de l'Accueil et de l'Intégration (OLAI).

- Reception: the Portuguese tuition classes to asylum-seekers and refugees, whereby several cultural and social activities are introduced that allow this population to interact with Portuguese society, namely through the acquisition of historic and socio-cultural knowledge related to national traditions, visits to the supermarket, cinema, theatres, museums, etc. These classes contribute significantly to reducing isolation, as they stimulate the refugee's autonomy as well the social and intercultural relations;
- Integration: at this phase, the focus lies on vocational training courses, recognition of competences processes, skills audit and integration into the labour market.

Furthermore, and because they already had a resident permit for humanitarian reasons, the two families benefited from a national programme that is being implemented by the National Institute for Employment and Training, targeting immigrants and refugees, named "Português para Todos". This is the Portuguese Language Training Course which consists of 150 hours of language and 50 hours



of orientation. Moreover, the new arrivals were also able to access a course developed by the National Institute of 25 hours on specific areas, including commerce/trading, hotels and restaurants, beauty care and civil engineering and construction. This programme exists in all parts of the country and promotes integration due to the fact that vocational training is delivered in mixed classes catering to native Portuguese, as well as immigrants and refugees.

The refugees started attending courses shortly after their arrival, in November 2010. In July 2011, the three adults re-allocated were still attending the courses, and one had reached a basic knowledge of Portuguese.

They were part of a class known as Group A3 Initiation, four hours a week

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(one hour everyday, from Monday to Thursday). They could also attend classes of other initiation group in order to develop, in a more efficient way, their communication and writing skills.

After they complete 100-150 hours, they will be given a certificate of participation.

After this initial course (100-150 hours), they will be able to continue to participate in Portuguese Language Courses. The Portuguese Refugee Council organised Language Courses financed by the European Refugee Fund.

Three of the school-aged children attended the local kindergarten, which is managed by the Portuguese Refugee Council. They started just after their arrival to Portugal, in November 2010, and will be able to stay in this kindergarten until they are old enough to go to the primary school (at six years of age).

The Kindergarten of the Portuguese Refugee Council is funded by the Social Welfare Institute and by the Education Ministry and is open to the local community. At the moment, an estimated 70 children attend the kindergarten, and most of them are Portuguese. Here, national,

immigrant and refugee children play together in a multicultural environment. The monthly fees are calculated according to the families' income. Refugees do not pay while they are staying in the reception centre. Afterwards, they will be expected to pay according to their incomes; while they are not working, the Social Welfare Institute that pays on their behalf.

Housing/Accommodation

The reallocated refugees stayed in the reception centre for Refugees in Bobadela (Loures) for six months. It was free of charge for them, however, all costs related to the accommodation and their support were paid throughout the European Refugee Fund and EUREMA Project.

It is in this Centre that all the asylum-seekers and refugees are lodged upon their arrival in Portugal, and where a multidisciplinary team provides the following services to resettled refugees:

- Temporary Accommodation (six months)
- Food (they receive money for their food expenses, and they have access to a common kitchen where they can cook their own meals. They also

receive some food items distributed by the Centre);

- Weekly allowance of EUR 40,00 per adult and EUR 20,00 per child (0-5 years);
- Baby food and care is paid by CPR (an extra allowance), as well as any extra expenses approved by the Centre;
- Personal hygiene items;
- Transportation cards;
- Phone Card;
- Medical care and payment of medical prescriptions;
- Portuguese Language Course;
- Legal counselling;
- Social and Employment and Training counselling;
- Internet Kiosk;
- Clothes distribution;
- Laundry.

The CPR social department, together with the Social Welfare National Institute, assisted them in preparing their transition for a new accommodation. In accordance with the Portuguese Asylum Law, they are entitled to receive social support (accommodation and food expenses) until they can find a job and ensure their self-sufficiency. The two families moved into rented flats (private rental market),

chosen by themselves, and within their financial means given the financial support they were still receiving in May 2011.

Job Access

As soon as they are granted a subsidiary protection residence permit, the refugees will have the right to access work. In July 2011, none of them were working.

As mentioned before, they benefited from counselling sessions provided by the Employment and Training Service of the CPR.

The Employment and Training Service provides the following support: Job search, vocational training search and registration, C.V. and application/motivation letters, qualifications recognition, validation and certification of competences, preparation of refugees for job interviews, collective sessions on job search and interview simulation, volunteer and internship activities in companies.

In accordance with Portuguese Asylum Law, the reallocated families, enjoying subsidiary protection, and are entitled to access vocational training courses, as any Portuguese citizen.

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However, to enrol in these courses, they will need to obtain recognition of their original school degrees. If that is not possible, they will have to obtain at least a basic educational degree in Portugal.

In their case, if they are not able to obtain the recognition of their original degrees, they will be enrolled in the “New Opportunities National Programme”, as has been done by several other refugees. This is a national programme designed to recognize, certify, and validate the competences of Portuguese people who have dropped out from school. The idea is to provide them with certification from the fourth grade (primary school), sixth grade, ninth grade (obligatory educational level) or twelfth grade (secondary school). It is a programme that is based on the life experience of the participant and on the validation of competencies in four main areas: mathematics for life, Portuguese language and communication, information and communication technologies and employability and citizenship.

At the time of writing no one was attending vocational training courses as they need to first improve their Portuguese language. They have already started to benefit from counselling offered by

the Employment and Training Office from the CPR, though their level of Portuguese does not allow them to start formal training yet.

Health

While the families were in the reception centre they benefited from the support of the social workers and of the public health services.

Access to mainstream services and social support

After a few months in Portugal, refugees have been able to independently access mainstream services. However, it often depends on the type of service being sought. Sometimes, additional help of volunteers, trainees, social workers and interpreters was needed.

As residents in the reception centre, they benefited from the social support in different areas:

- Accommodation in the centre and related issues;
- Health support and information (registration at the Health Centre, medical appointments and check-

ups upon arrival; general exams, psychological counselling if necessary, medical support during pregnancy and for the children);

- Education (Registration in schools. In this case, in the kindergarten; school supplies; follow-up by the social worker);
- Social-cultural activities in the reception centre;
- Other support mentioned above.

They received weekly pocket money, while in the reception centre, as all the services are provided for free. This financial support was provided until April 2011. Refugees stayed in the centre until all the conditions for moving out were fulfilled, namely the receiving of the subsidy for the move and the social benefits.

In May 2011 they started to receive social benefits from the Social Security services including rent payment, new furniture and utility services (including water, electricity, and gas).

According to the Portuguese Asylum Law, they are entitled to receive social support (accommodation and food expenses) until they find a job and can ensure their self-sufficiency.

They are presently receiving “RSI - Rendimento Social de Inserção”, a social benefit granted to families under a certain level of income while children are entitled to a monthly benefit (“abono de família”).

Difficulties encountered during the integration phase and future perspectives

The reallocated refugees would have preferred to be granted refugee status rather than maintain the subsidiary protection granted by the authorities while in the first country of asylum, Malta.

Upon arrival the reallocated refugees were expecting to be housed at a private house/apartment. During the search for suitable accommodations carried out by CPR, the reallocated refugees would only accept fully furnished apartments, which made it difficult for them to achieve self-sufficiency.

Slovenia

On November 29, 2010, eight refugees were reallocated to Slovenia. The group was composed of four single Sudanese and two Somali couples without children.

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Integration programme

The Ministry of Interior set up an ad hoc orientation and language programme for the new arrivals. This post-arrival orientation programme covered practical information on the local environment in which refugees were settled, and basic knowledge of Slovene language. The programme lasted for 300 hours (from December 2010 until March 2011) and was implemented by the organization that deals with adult learning.

The Ministry of Interior used an existing facility, known as the “Integration house”, to accommodate the new arrivals.

The Ministry also used an existing service for individual counselling for the refugees, which was implemented by the coordinator of the programme, also an employee of the Ministry. He helped in preparing all the necessary documents for living and working in Slovenia, in applying for financial assistance, including health insurance and provided them with daily individual counselling.

After the conclusion of the orientation programme, refugees were included in the integration programmes that were

already being implemented for the rest of the refugees in Slovenia.

Language courses and schooling

The language course started immediately after the refugees were accommodated in the integration house in Slovenia.

In the framework of the orientation course, these language classes cover the basics of the Slovene language and lasted 90 hours. The course was held twice a week, three hours per day. Once this course was completed, the refugees were enrolled in a 300-hour course of Slovene language (which is offered to other refugees in Slovenia). Reports are that not all of them are attending the lessons regularly.

A certificate from the language school will be issued to the refugees upon completion of the 300-hour Slovene language course. Refugees can then get an additional 100-hour course of Slovene language for free. At the time of writing no one had yet completed the course.

Housing/Accommodation

Refugees were accommodated in the “Integration house” in Maribor (the sec-



ond biggest city in Slovenia). "Integration house" is an accommodation intended for persons who have been recognized for international protection in Slovenia. In the "Integration house" there are units for single refugees, pairs and families, each unit has a kitchen and bathroom, and there are also common areas, in which the orientation programme is held.

The accommodation is provided for free. They have the right to stay in this public accommodation for one year after the conclusion of the orientation programme. After that period they are entitled to financial compensation for private accommodation for a period of two years.

The Ministry of Interior is co-financing programmes that assist refugees in accessing private accommodation.

Job Access

The beneficiaries being reallocated were allowed to access the labour market but no one is working yet. With the assistance of the programme coordinator and advisers from the Employment Office, they were actively searching for a job. Many obtained help from the counsellors in the Employment Office and help from the coordinator of the programme.

To facilitate access to the labour market, there is also the possibility to attend vocational training courses. Refugees will be able to attend vocational trainings under the same conditions as Slovene citizens. If the person is unemployed and registered at the Employment Office, the caseworker at the office appoints him/her to different vocational trainings, depending upon the individual's former education, skills, and knowledge. The vocational trainings offer, for example, inclusion measures to facilitate access to the labour market, and training for specific jobs. This qualification will be recognized at the national level.

In April 2011, the refugees had the opportunity to attend two different courses to help their integration. The first was a course designed to help them suc-

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cessfully manage different situations in life, which is a publicly recognized programme of the Employment Office. The course lasted 3 months, for a total of 120 hours. Seven refugees attended the life-skills training course and received a final certificate.

The second one was a course co-financed by the ERF, that aims to improve the refugees' employment possibilities, and at the time of writing, in July 2011, it was still ongoing.

One refugee is currently attending a training to become a chef.

Health

Refugees' medical needs have been treated by the coordinator of the reallocation programme, who helped them with all the health insurance arrangements.

Everyone has access to medical services as do Slovene citizens and this is being facilitated by the coordinator of the programme. of the refugees have benefited from and are being treated by mainstream health services.

Access to mainstream services and social support

In the frame of the orientation programme, upon arrival, during their initial integration period, refugees visited offices accompanied by the orientation programme manager. Later on, refugees accessed these offices by themselves. They have become self-sufficient in accessing mainstream services in the area where they live. Their level of self-sufficiency has been assessed by the authorities on the basis of daily monitoring of their progress.

All eight reallocated refugees received financial assistance, with the help of their social workers, as unemployed persons are entitled to this kind of assistance..

Difficulties encountered during the integration phase and future perspectives

There were problems regarding the high, unrealistic expectations which refugees had about their settlement in Slovenia. It was noted that some information given before the reallocation was either inaccurate or misunderstood or misinterpreted by the refugees. Refugees expected a higher amount of financial

assistance (in Slovenia the amount of financial assistance is determined by the legislation; refugees are in the same position as Slovene citizens with regards to financial assistance). They also expected to be accommodated in private apartments and that their salaries would have been in excess of EUR 800 or more per month in Slovenia. Refugees are in the same predicament when it comes to finding jobs as Slovene citizens and the economic situation there is presently not very favourable for any unemployed person.

Refugees noted that there is a limited African community in Slovenia.

It was noted that it is critical that accurate and realistic information be given to refugees before the reallocation process begins. This should be applied, across the board, to all country-specific orientations.

United Kingdom

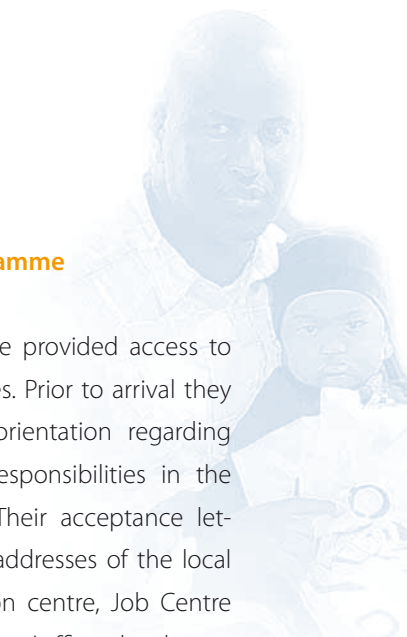
On September 29, 2010, ten persons with international protection were reallocated to the United Kingdom. The group was composed of two Eritrean families and four Somali men.

Integration programme

Beneficiaries were provided access to mainstream services. Prior to arrival they received cultural orientation regarding their rights and responsibilities in the United Kingdom. Their acceptance letter contained the addresses of the local housing information centre, Job Centre Plus, as well as doctors' offices, local community associations, and local schools. United Kingdom Border Agency (UKBA) officials also discussed integration issues with the relatives of soon-to-be reallocated refugees living in the UK before the beneficiaries arrived.

Language courses and schooling

The courses usually start depending on location, availability and the waiting list. In the case of this group, the majority of those who attended language courses began three months after their arrival. Out of eight adults that were relocated, three attended an ESOL course. One refugee who began studies did not finish as he found a job, while another dropped out due to his belief that his language proficiency was at an adequate level. Those who are going to complete the course will get a certificate upon



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completion. In case the refugees' do not obtain adequate proficiency at the end of the course, there will be the possibility of additional language training for free.

As regards schooling, two children were reallocated. They are attending a local school. One girl is attending the local primary school and her brother is attending a local nursery. They started in January 2011, three months after arriving (and joined the new school term). The school provides extra support for any child whose first language is not English.

Housing/Accommodation

For their initial accommodation, the beneficiaries are staying with their relatives (spouses or siblings). All but two have stayed in the same accommodation. One family has moved to a two-bedroom house provided by the local authority. One beneficiary has moved from his sibling's house and is staying with his aunt.

The Local Council is able to give support through their drop-in services but as most beneficiaries are living with relatives they did not need to utilise this service.

One family sought the assistance of the British Red Cross initially but has since been provided with accommodation by the local authority.

Job Access

There are no restrictions on their employment. The beneficiaries were supported by the local job centre to secure a job. One beneficiary used the internet to make initial contact with his employers.

The possibility to attend vocational course(s) depends on local availability. One beneficiary has been accepted and is due to start a nursing course in September 2011; one has made enquiries about joining a mechanic's course at the local college; one has registered and is on a waiting list for a plastering course. He acknowledged that the course was heavily over subscribed.

Health

No specific health problems stated. Four out of the five principal applicants that responded have registered with the local doctors' surgery.

Access to mainstream services and social support

Depending on the eligibility criteria, beneficiaries have access to mainstream benefits such as job seekers allowance, housing benefit, child tax credit, child support allowance and working tax credit.

Six beneficiaries stated that they are able to make appointments by themselves and do not need to be accompanied. They are relatively independent.

One family has been supported by the British Red Cross and the United Kingdom Border Agency to expedite access to benefits after an error in processing led to delays in accessing support.

One beneficiary has now paid employment since May 2011 and is no longer receiving job seekers allowances.

Difficulties encountered during the integration phase and future perspectives

All stated that they had no major problems and were happy with their lives. The lack of employment was mentioned but it was generally accepted that given the



current economic situation it was to be expected.

They felt very settled and were pleased that the United Kingdom officials still took an interest in their welfare. They had been in close contact with their local community groups and extended family. One beneficiary in particular had made friends outside the community through joining a local football group.

The difficulties they reported were centred on the problems they had experienced in finding employment or securing a place in a vocational course. With current unemployment rates being relatively high and some cut backs in further education college grants these problems experienced by the beneficiaries were not unexpected.

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The small number of people reallocated and the presence of family members in the United Kingdom that could support them meant that there were very few difficulties with the caseload. The most pressing problem was the lady who had problems accessing all the benefits that she was entitled to. This was quickly resolved by good communication between the British Red Cross, UKBA and the other government departments together with

a willingness to resolve the issue so as not to disadvantage the family concerned.

After the description of the different integration programmes, below are the challenges that the Member States identified during the implementation of this phase, as well as the good practices and the recommendations for future similar endeavours.

Challenges

High levels of expectations – Managing expectations is one of the most difficult tasks when dealing with resettlement or reallocation. Moreover, the peculiarity of the caseload from Malta increased the level of expectation. Since they have been living in Europe for several years, they are familiar with the reception system, with the rights and entitlements; therefore they expected to get what they are entitled to from the very beginning, and they might have been impatient and not realize that it takes time and also commitment from their side to achieve successful integration. All the countries noted this aspect, and it is linked to the recommendation made to have a longer pre-departure Cultural Orientation where expectations can be addressed and better managed.

The returns to Malta – A few refugees decided to return to Malta after a short stay in the country of reallocation, as they were finding it difficult to adapt to a new context, or because their expectations were not met. In one case, the reason behind this decision to return was linked directly to their feeling of isolation in the new context where there was no African community, as well as to difficulties in communicating due to the language barrier. After having been counselled in Malta, one individual was given the opportunity by the receiving country (France) to change his place of residence, and settle where mem-

bers of his ethnic community were present. In another case, the person decided not to go back to the reallocation country, and asked to be repatriated to his country of origin. After a few weeks in Malta, while the procedures for his return were started, he stopped making contact with the authorities in Malta and his whereabouts is still unknown.

During the initial first few months, many refugees expressed their difficulties in adapting to a new country, and considered returning to Malta. This is normal amongst the resettled/reallocated refugees, and is one of the phases of the cultural adaptation process. This points to the need for additional support in the integration process, in particular empowering refugees to become self-sufficient – through language training and direct contact with local organizations that can involve them in different activities to help them to overcome the feeling of isolation.

Facilitation of the administrative procedures for the transfer of the legal status of the reallocated beneficiaries – One of the challenges for the receiving countries is to adapt their own system to reallocated refugees; for instance, Slovenia needed to change the law in order to be able to transfer the status of the refugees arriving from Malta. Romania also decided to change its law in order to receive, in future, not only refugees, but also persons with subsidiary protection. Furthermore, the administrative procedures for the transfer of the legal status may also cause additional problems and delays. For instance, both France and Luxembourg noted that in spite of the fast-tracked procedures they envisaged, it took some time before accomplishing all the administrative steps needed for the beneficiaries to access their entitlements. To facilitate the transfer it is important, from one side, that the receiving Member State finds a way to make sure that all the relevant authorities are informed of reallocation. On the other side, an improvement of the administrative verifications is needed, notably for the spelling of names as when there are discrepancies amongst the different documents; this can cause delays in the administrative procedures upon arrival.

Good Practices

Immediate start of integration-facilitating courses after arrival - It is key that the language and orientation courses start immediately after the arrival of refugees in

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the country of reallocation. Although this was the case in some countries, it wasn't for all. This is a way to actively involve the refugees in the integration process from the very beginning, and the activities in which they are involved give them the opportunity to use their time in a fruitful manner, as often long periods of inactivity leads to increased difficulties in adjusting to their new environment.

Participation of local associations in supporting integration – In most of the countries local associations have been involved in facilitating the start of the integration process for newcomers, including assisting them in initial contact with accessing social support services. This presence is helpful for the beneficiaries as they have someone to rely on in a new environment where often they no longer have the community or social network they had before.

Housing – As was noticed by some Member States, such as Luxembourg and Slovenia, that accommodation of the group at the same location post-arrival turned out to be a good practice. This encourages refugees to help one another, and in addition, the coordinator of the programme can easily provide individual help when necessary. Communal accommodation also increased the sense of safety, in particular when refugees are not yet self-sufficient, mainly due to the language barrier. While relocating a group to one common accommodation centre is helpful at the start, it is equally important to support them in finding independent housing in a relatively short period of time, as this is considered a good step in their integration process.

Recommendations

Integrating language courses into the Cultural Orientation sessions before the departure – The first step towards successful integration in a new country is to learn the language. The difficulties linked to the learning process, as well as the difficulties in becoming self-sufficient are often a cause of considerable stress for the newcomers and create a challenge for the receiving entities. A way to facilitate the integration process and to speed it up would be through the development of basic language training before the departure to the receiving country, possibly integrating it into the Cultural

Orientation sessions. This would prepare the refugees better, as they would have already received some tools before their departure to better cope with their new environment, and be prepared to start the integration process in the receiving country. The length of the course would need to be planned according to a realistic time frame from final approval to actual departure, and ideally should be compulsory, designed to make the refugees understand the importance of their commitment. A small incentive including pocket money could be given to the participants so that they can participate but still be in a position to cover their basic expenses.

Cultural Profiles - As integration is a two-way process where both the migrant and the host society need to contribute, not only do refugees need information about the country of reallocation, but the receiving communities need to receive information about the newcomers. Therefore cultural profiles can be compiled to include information on the history, life in home country, and life in country of first asylum, cultural traditions and beliefs as well as information about areas in which there may be misunderstandings (and challenges) between the newcomers and the host country. The objective of these profiles is to assist receiving communities and agencies in getting prepared in a more efficient manner for new arrivals.

Monitoring the integration process beyond the reallocation project – One of the main objectives of the reallocation is the integration of the selected beneficiaries in the receiving countries. Measuring the level of integration is not an easy task, as it is a long and complex process that requires time to be evaluated. Therefore, to make sure that the goal is reached, the monitoring of the integration process should go beyond the specific project, and a tool should be developed to follow the refugees along their path towards integration. This would be useful not only to improve the services provided before and after the reallocation, but also for a general evaluation of the integration structures in the Member States.

Conclusion

Conclusions and final recommendations

The pilot project of Intra-EU Reallocation of Refugees from Malta -- EUREMA -- can be considered, on the whole, as a successful example of intra-EU solidarity to alleviate the pressure on one of its Member States. It certainly represents an interesting milestone, which paves the way for future similar endeavours. This would be of interest not only for Malta, but also for other Member States in the event that they will be facing similar demands and pressures on their asylum systems, given that migratory flows can swiftly change according to events that might not be predictable. Therefore a mechanism must be in place to offer a quick response to a new challenging situation.

This project has identified challenges, gaps as well as good practices beyond the reallocation exercise itself, going more in depth in the integration programmes and the challenges linked to them. In fact, the ultimate goal is not to merely transfer of persons with international protection from one Member State to another, but to give those people an opportunity to settle in a new country, and provide them with the tools to become integrat-

ed citizens of the society that decided to welcome them. It goes without saying that such an evaluation cannot be adequately given at the end of an 18-month project, however the recommendations that result from this exercise can help to further improve the current burden/responsibility sharing mechanism, and the integration policies in the EU. Ultimately, shared and sharing mechanisms such as this one help contribute to get closer to more standardised asylum and integration processes.

Any relocation exercise of refugees needs to first take into account the human factor, Refugees need to make an informed decision when they sign their consent form for their reallocation. In some cases extensive counselling is needed as well as detailed information from the receiving countries about entitlements and rights. In order to address this issue, it is critical to ensure close collaboration between the involved countries and the organization(s) in charge of carrying out the counselling, as well as to take into account these considerations when planning the project's activities and schedule, to allow some flexibility during the pre-selection phase.

If this project identified one shortcoming, it is the lack of harmonization amongst the EU Member States concerning the status granted to the persons with international protection, and the rights and entitlements resulting from it. This put forward a challenge in the decision-making process for the potential beneficiaries, as they were offered to move to countries that were offering them different conditions during the reception phase and, above all, a different set of rights and responsibilities, even when the protection issues were the same.

Moreover, this hindered the possibility of streamlining the selection process, as well as resulting in difficulties getting the potential candidates to give their consent for some of the countries involved in the project.

Ideally, there should be harmonization within the EU regarding the rights granted according to status. It is also advisable to work towards standardizing the beneficiaries' selection criteria needed on the basis of the existing presence of similar country-of-origin communities already present in the country where the refugees will be reallocated. This would need to be carefully balanced with the need of

each MS according to its capacities to integrate them in its society.

During the project implementation, all the institutions involved -- both on a national and an international level -- proved ready to collaborate on sharing information and facilitating the different phases of the project; this turned out to be an essential factor that contributed to the smooth running of the project. All measures designed to ensure collaboration and facilitate information-sharing should be pursued if and when a similar such relocation activity be repeated.

One of the greatest challenges that most of the Member States faced was how to manage the high and often unrealistic expectations of the reallocated beneficiaries following their arrival. These expectations not only caused stress to the newcomers upon arrival, but also placed undue pressure on the social service providers of the receiving countries who worked hard to help the newcomers adjust to their new environment. Sometimes these expectations arose from the fact that the refugees were not adequately prepared for their new life. All the selected beneficiaries of EUREMA underwent five-hour Cultural Orientation sessions, but

Conclusion

this did not prove to be enough, as they often need more time to assimilate all the new information provided to them. In addition, more detailed information from the Member States would have been useful to better address some issues, in particular regarding housing, social benefits and the administrative procedures to get all the documentation needed for the full transfer of the protection.

Therefore, more detailed information provided over a longer period of time would address this identified gap in the reallocation process, particularly those in the first few months.

It is also critical that all parties involved in the reception of refugees are well informed about the group they are to receive, including the unique administrative procedures of the transfer of protection. Given that it is not a common practice, it's expected that the local municipalities might not be fully aware of how to handle such a group. Together with the bureaucratic technicalities, the host community should also be provided with a cultural profile of the group, especially if it is not an ethnic group widely present in the area. This would ease the integration challenges and facilitate the smooth tran-

sition of the refugees, while the receiving community would be more conscious of the cultural differences, and of possible misunderstandings that might arise.

As already mentioned, one of the key elements used to determine the success of a relocation project such as this one is the sustainability of successful integration. This is in regards to both the medium and long term prospects. Therefore once the relocation is complete, beneficiaries need to be supported by mainstream services designed to facilitate their long-term integration.

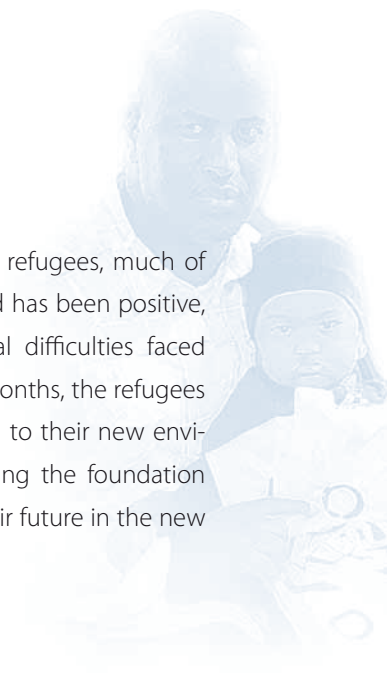
One way to ensure this occurs is to involve the host community, civil society, the local authorities and the local migrant associations from the very beginning. The refugees also need to be empowered in order for them to become self-reliant and be able to continue on a path towards full integration.

If this is accomplished, the project will have achieved its main goal, which is to give refugees the opportunity to become integrated in the receiving countries.

As regards EUREMA, Malta benefited from the reallocation which helped re-

lieve some of the pressure on the reception system; the selected beneficiaries were also given an important opportunity to move and settle in a new country, where they could begin to work on a long-term integration plan. Although the period covered by the project was not long enough to determine the integra-

tion prospects of the refugees, much of the feedback received has been positive, and after some initial difficulties faced during the first few months, the refugees have begun adapting to their new environment and are laying the foundation on which to build their future in the new host communities.



Annexes

Annex 1: Cultural Orientation Statistics

CULTURAL ORIENTATION (CO) ATTENDANCE			
Country	Men	Woman	Total
France	60	12	72
Germany	78	11	89
Portugal	1	2	3
Slovenia	2	6	8
UK	2	6	8
Total	143	37	180

Annex 2: Departures Statistics

EUREMA DEPARTURES - GENDER/AGE BREAKDOWN					
Destination Country	Men	Woman	Minors	Total	Among them No. of Families
France	60	12	22	94	13
Luxemburg	1	3	2	6	3
Germany	78	11	13	102	9
Portugal	1	2	3	6	2
Slovenia	6	2	0	8	2
UK	6	2	2	10	2
Total	152	12	42	226	31

EUREMA DEPARTURES - NATIONALITIES									
	Somalia	Eritea	Ethiopia	Sudan	Sierra Leone	Morocco	Iraq	Liberia	Total
	65	12		12		1	3	1	94
	4	1	1						6
	61	20	2	16	3				102
	6								6
	4			4					8
	4	6							10
Total	144	39	1	32	3	1	3	1	226

Annex 3: Letter for HIV



IOM International Organization for Migration

5th April, 2010

To all Member States participating in the EUREMA pilot project

After several months of pre-screening and counselling of potential candidates for the relocation exercise, we are now entering the actual selection phase of the project. France has already completed their selection mission to Malta, and other countries are preparing their own visits to undertake the final screening process.

At this point, we wish to raise our concern regarding the request from some countries that we organise health screening for all candidates referred for the relocation prior to the selection missions to Malta. It is of course recognised that it is necessary to conduct various health checks for those who will be selected to leave Malta to start a new life in the participating Member States. In this context, it is also understandable that there may be an interest in offering HIV testing for those selected for a particular country before their departure from Malta.

Our concern relates to the suggestion put forward by some states that we proceed to undertake health screening and HIV testing of the whole group of potential candidates. This would mean that a number of individuals would be required to undergo health screening, including HIV testing, even though they may not in fact be selected (or even interviewed) for relocation.

Whether or not such health screening and HIV testing would be organised on a voluntary basis, there is little doubt that it would in practice be considered a mandatory part of the selection process. Health screening and testing involves a relatively invasive procedure, and it would not seem appropriate that a large number of people should have to undergo HIV testing even before they have actually been selected for relocation. Furthermore, health screening would raise the expectations among those who have been put forward for the consideration of participating states. We are concerned that, as a result, the level of frustration will increase among those left behind after the relocation project has been completed.

In accordance with the contents and spirit of relevant inter-agency guidelines (www.who.int/hiv/pub/vct/refugees), we would propose that the health screening process should commence after the respective countries have selected their candidates for relocation. This would not only be a less costly option (additional testing may not be covered by your respective budget under this EU project), but it would also avoid unnecessary interventions affecting people who will not in fact be leaving Malta at this point.

In view of the above, we urge that the health condition or HIV status of potential candidates should not be considered a priority criterion affecting their opportunity to be considered for relocation. This approach would be in line with past experiences with relocation arrangements from Malta. It is of course in the end the prerogative of the participating states to decide who should be admitted to their territories.

Finally, we consider that it is important to ensure that any HIV testing in the context of the relocation exercise is carried out in line with relevant standards and guidelines. In short, this means that such testing should:

- be implemented under the conditions of what is known as the *three C's*: Consent, Confidentiality and Counselling;
- not prejudice the possibility to be considered for relocation;
- involve adequate resources and quality assurance, including appropriate pre- and post test counseling and follow up.

We are of course available to discuss this issue in more detail. We would be grateful for your understanding on this matter and look forward to our continued close cooperation throughout the relocation process.

Mario Caruana,
MJHA

Jon Hoisaeter,
UNHCR Malta

Maria Pisani
IOM Malta

Annex 4: Fitness to Travel Form



IOM International Organization for Migration
OIM Organization Internationale pour les Migrations
OIM Organization Internacional para las Migraciones

IOM Fitness to Travel Form & Information Questionnaire

Name: _____ Police Number: _____

1. Processing Location: Valletta, Malta

2. Sex: _____ 3. Age: _____

4. Vital signs: Temperature: _____

Blood pressure (MmHg): _____ dd/mm/yy

Pulse rate per mn: _____

5. Known Health needs _____

If YES, what are they? _____

(in single words - e.g. injury, diabetes, stroke, asthma, etc.)

Current health status Symptoms Yes? No?

(If YES define in single words (cough, diarrhea etc.)

Chest _____

Gastro intestinal _____

Neurological _____

Ambulation _____

Current/recent treatment _____

Reproductive (pregnant, post partum, LMP) _____

Other _____

Any current fever (clinical) Yes? No?

Travel Risk Category

1. Fit to travel (normal travel)
2. Travel with Care/group medical escort, routine follow up
3. Travel with medical escort
4. Not fit to travel at the time of assessment

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Annex 5: Selection mission evaluation form

Pilot project for intra-EU re-allocation from Malta EUREMA

(Co-funded by the ERF CA 2009)

Evaluation report of the activities conducted in 2010

Qualitative description of individual activities carried out from January to December 2010:

Objectives and Achievements

Any substantial changes compared to the log-frame

Times: No Yes - description: _____

Activities: No Yes - description: _____

Human resources: No Yes - description: _____

Methodology used for the selection of potential candidates to carry out the "selection missions"

Difficulties encountered *(including actions or approaches adopted to overcome them, both at national and at project level with other partners)*

Observations and Remarks

Suggestions and recommendations in case a similar project will be implemented again

(in particular regarding the different phases of this initiative including: data collection for the database, the pre-selection procedures and the function of the "selection committee", integration, assessment).

Reporting officer: _____

Signature: _____

Date: _____

Annex 6: Integration evaluation form

Pilot project for intra-EU re-allocation from Malta EUREMA
(Co-funded by the ERF CA 2009)

Evaluation report of the integration process

How many people were relocated?

Qualitative description of the activities adopted for the integration process

(approach/methodology/set up of new services or use of existing facilities)

Training/Education *(language courses, school, vocational training)*

Language courses: Envisaged No Yes

Did the beneficiaries start to attend language courses?

If not: Why? Specify.

If yes:

How many beneficiaries started to attend language courses? _____

When did they start to attend language courses? And how long after the arrival?

What is the duration of the language courses. How many hours? How many days per week?

Did they attend the lessons on a regular basis? _____

Are the language courses free? _____

How many have completed the courses? _____

Will they receive a certificate? _____

If not, why? Specify _____

If yes, how many already received a certificate? _____

How many of them have reached a basic level of knowledge of the language?

How many of them have reached an intermediate level of knowledge of the language?

How many of them have reached an advanced level of knowledge of the language?

Will they receive a certificate? _____

If not, why? Specify _____

If yes, how many already received a certificate? _____

How many of them have reached a basic level of knowledge of the language?

How many of them have reached an intermediate level of knowledge of the language?

How many of them have reached an advanced level of knowledge of the language?

In case the language level reached is not sufficient, is there the possibility of additional language training for free?

School:

How many children were relocated? _____

If any, are they attending a local school? _____

If not, why? Specify _____

If yes: _____

Which level (kindergarten, primary, secondary) are they attending? _____

When did they start? And how long after the arrival? _____

How many are attending specific support language courses? _____

Vocational training:

Is vocational training offered, and if so, for how long and what type of training is provided?

If not, why? Specify _____

How many beneficiaries attended/are attending such courses? _____

When did they start to attend the course/s? And how long after the arrival?

Describe the duration of the course/s. How many hours? How many days per week?

Did they regularly attend the lessons? _____

How many have completed the course/s? _____

Is a certificate provided? _____

If not, why? Specify _____

If yes, how many already received a certificate? _____

Housing/Accommodation

Provide a brief description of the beneficiary's first accommodation upon arrival.

For what period of time will they stay in this initial accommodation? Is this provided for free?

How many have left their first accommodation? _____

Regarding those who left, where did they go? (*Private accommodation, living with friends, relatives, other public accommodation*) Please specify.

Are there agencies or offices supporting access to private accommodation or housing in general?

Access to social services

How many people have asked for assistance by social workers? _____

What reasons were given? Specify _____

Is there any financial support provided upon arrival (*What are the limitations of this assistance? If related to a specific period of time, how long?*)

How many are still receiving financial support? _____

Employment

Are the beneficiaries allowed to get a job upon arrival? If not after how long?

If yes, how many are working? _____

Have they been assisted in accessing employment? _____

If yes, by which kind of institution or social service? _____

Are their wages enough to sustain themselves and their family? _____

Health

Conditions/Specific needs _____

Have their health needs been treated by the persons themselves or by social workers?

Is there any service supporting access to medical services? _____

How many have been treated by mainstream health providers or health services?

Access to mainstream services

Are they regularly going to offices by themselves or do they need or request to be accompanied?

Have they become self-sufficient in accessing mainstream services in the area where they live?

Which instruments have you used to measure the level of self-sufficiency of migrants?

How many are regularly accessing mainstream services? _____

Difficulties encountered by the people that were relocated

Difficulties encountered from your side and remedies adopted to address and overcome them

Observations and Remarks

Suggestions and recommendations in case a similar project will be implemented again

(in particular regarding the integration phase)

THANK YOU!

Reporting officer:

Signature:

Date:

Please note that the information, observations and comments included in the present document will be useful to evaluate the project and to define good practices in the field of intra EU re-allocation of refugees.