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Resettlement and Humanitarian Admission Programmes in France. What works?

French Contact Point of the European Migration Network

June 2016
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RESETTLEMENT AND HUMANITARIAN ADMISSION PROGRAMMES IN FRANCE. WHAT WORKS?

Study carried out by the French Contact Point for the European Migration Network (EMN)

June 2016

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The European Migration Network was set up by Council Decision 2008/381/EC and is coordinated by the European Commission. The EMN National Contact Point is financially supported by the European commission and the General Directorate for Foreign nationals in France within the Ministry of the Interior.
List of acronyms

- ADA: Asylum application certificate (Attestation de demande d’asile)
- AMIF: Asylum, Migration and Integration Fund (Fonds Asile, Migration, Integration)
- CADA: Reception centre for asylum seekers (Centre d'accueil pour demandeurs d'asile)
- CAI: Reception and Integration Contract (Contrat d'accueil et d'intégration)
- CESEDA: Code on Entry and Residence of Foreigners and Right of Asylum (Code de l'entrée et de séjour des étrangers et droit d'asile)
- CIR: French integration contract (Contrat d’intégration républicaine)
- CPH: Temporary accommodation centre (Centre provisoire d’hébergement)
- D Gef: General Directorate for Foreigners in France (Direction générale des Étrangers en France)
- DIHAL: Interministerial Delegation for Accommodation and Access to Housing (Délégation Interministérielle à l’Hébergement et à l’Accès au Logement)
- FTDA: France terre d’asile
- HCR: United Nations High Commissioner for Refugees (Haut-Commissariat des Nations Unies pour les Réfugiés)
- IOM: International Organization for Migration (Organisation internationale pour les migrations)
- OFII: French Office for Immigration and Integration (Office Français de l'Immigration et de l'Intégration)
- OFPRA: French Office for the Protection of Refugees and Stateless Persons (Office français de protection des réfugiés et apatrides)
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Executive summary

This study offers an overview of resettlement and humanitarian admission programmes in France.

The aim is to present the challenges and solutions of these programmes and to identify the difficulties and success factors for their implementation.

It facilitates a better understanding of the national and European policies which were behind the establishment of these programmes and an assessment of the extent to which these programmes may help develop new national and European initiatives with a view to managing refugee crises and humanitarian emergencies.

This study takes place in a context where the European continent is affected on an unprecedented scale by a migration crisis, with an acceleration of migration flows and changes in geographic direction over the past 18 months.

This study addresses three resettlement and humanitarian admission programmes established by France, namely:

1. The Framework Cooperation Agreement between the United Nations High Commissioner for Refugees (UNHCR) and France, signed on 4 February 2008 which addresses the reception of refugees falling within the strict mandate of UNHCR;
2. The special operation for the reception of Syrian and Palestinian refugees from Syria arriving through Egypt, Jordan and Lebanon, agreed upon by France in 2013 following a call from the UNHCR. This was then followed by France’s commitment to the Council of the European Union to resettle 2,375 people in clear need of international protection.\(^1\) In addition to these operations is France’s additional agreement in relation to Lebanon to receive 2,000 Syrian refugees by the end of 2017;
3. The EU-Turkey agreement of 18 March 2016\(^2\) on the Syrian refugee crisis in Turkey, under the terms of which France agreed to receive 6,000 Syrian refugees.

The first section (1) of the study provides an overview of the national context within which the resettlement and humanitarian admission programmes take place, presenting the legal framework, specific policies and national debates.

Section 2 looks at resettlement and humanitarian admission programmes setting out their characteristics, objectives and stakeholders, as well as the ways in which individuals for resettlement are identified, and the criteria and various phases of the programmes pre- and post-arrival in France.

Section 3 looks at private sponsorship programmes.

Finally, Section 4 sets out the programme evaluations, as well as challenges and good practice.

The Annexes include the 2008 Framework Agreement signed with the UNHCR, as well as the total number of people resettled as part of the resettlement and humanitarian admission programmes, disaggregated by transit country.

Methodology

For the purposes of this study, it is important to understand what resettlement and humanitarian admissions programmes cover.

Resettlement is the transfer from a third country to an EU Member State of non-EU refugees who have been identified by the UNHCR as being in clear need of international protection and who are unable to remain in the country of first asylum. This status guarantees these people will not be turned away and grants them the same rights as nationals.

Humanitarian admission programmes are similar to resettlement programmes, but do not fulfil all the criteria. Thus, while the essential condition to benefit from a resettlement programme is prior recognition by UNHCR of the status of a beneficiary of international protection, humanitarian admission may apply to a greater number of beneficiaries. In France, however, humanitarian admission programmes are all conducted in partnership with the UNHCR, which identifies individuals to be resettled and places them under its protection.

Scope of the study

This study does not address relocation programmes which concern the transfer of beneficiaries of international protection from an EU Member State which has granted them this protection to another Member State which grants them similar protection. This term also refers to the transfer of people in clear need of protection who have applied for international protection from a Member State which is responsible for examining their application, to another EU Member State where their application for international protection will be examined.

Similarly, this study does not cover mechanisms relating to the issuing of visas for the purposes of asylum which involve visas being issued by consular posts upon instruction of the Ministry of the Interior and which allow individuals to make an application for asylum in France. The UNHCR is not involved in this process.

Terminology

To simplify the presentation of these programmes, the Framework Agreement with the UNHCR is referred to in the text as Programme No. 1, while Programme No. 2 refers to the special operation to receive Syrian and Palestinian refugees from Syria and France’s commitment of 22 July 2015. Finally, the EU-Turkey agreement is referred to as Programme No. 3.

Programme No. 2 includes the following two sections: resettlement (for individuals who already hold refugee status recognised by the UNHCR but who are in a vulnerable situation in the country of first asylum) and humanitarian admission (for Syrians whom the UNHCR has identified during the asylum application procedure in the country of first asylum as presenting a vulnerability which justifies their transfer to a country other than that from which they have fled). In terms of implementation, the resettlement part of this programme is identical to the mechanism described in the Framework Agreement with the UNHCR. The only thing that changes in terms of the reception conditions for these resettled individuals is the operators. This
is why aspects of the study relating to Programme No. 2 mainly concern the second section of this mechanism.
Section 1: Overview of national context

This section will briefly outline the legal framework in France and policies on resettlement and humanitarian admission in France.

i. Overview of the legal framework on resettlement and humanitarian admission programmes in France.

Permanent resettlement programmes in France are fairly recent. So, although France has implemented several ad hoc programmes (notably for Hungarians in 1956, refugees from South-East Asia between 1975 and 1984, and Kosovar refugees at the end of the 1990s), it signed the first Framework Cooperation Agreement with UNHCR in 2008 providing for the establishment of an annual resettlement programme.

The selection criteria and resettlement procedure do not appear in French legislation. The Code on Entry and Residence of Foreigners and Right of Asylum (CESEDA) only specifies that France will grant the status of refugee to anyone over whom the UNHCR exercises its mandate in terms of Articles 6 and 7 of its statutes.3

This framework agreement does not set out any selection criteria. In the context of bilateral relations between the UNHCR and France, it was agreed that around one hundred applications would be examined each year. The agreement also set out the conditions for establishing this institutional and operational cooperation.

When the UNHCR warned European countries in 2013 of the situation in countries bordering Syria, who were receiving many Syrians fleeing their country as the result of war, France responded positively by setting up a special reception scheme for these populations and agreed to receive 500 Syrians and Palestinians from Syria in 2014 and the same again in 2015. Measures were established, notably with the appointment of a prefect responsible for coordinating the reception of Syrian refugees4 and by sending a note to the prefects of the regions and departments5 presenting the specific mechanisms which had been established to improve the quality of the reception of these nationals.

France’s commitment to the European Commission in July 2015 to receive 2,375 people in need of international protection, largely of Syrian nationality from Lebanon and Jordan, as well as the commitments announced in March 2016 as part of the EU-Turkey agreement to receive 6,000 Syrian refugees from Turkey took the form of a declaration to the Council of the European Union following European negotiations. In addition to these commitments agreed with the European Union, in April 2016, France also agreed to receive 2,000 refugees from Lebanon, i.e. a total of more than 10,000 individuals to be resettled in France by the end of 2017.

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3 Article L.711-1 of CESEDA.
5 Note from Prefect Dominique Blais to the prefects, dated 19/01/2015 on the reception of Syrian and Iraqi refugees.
Joint discussions between Ministries and operators as well as circulars addressed to the prefects have helped to identify the applicable mechanisms for managing the mass arrival of migrants against the backdrop of the European migration crisis.6

Discussions between stakeholders are ongoing. The French authorities call upon different operators to identify mechanisms which are appropriate to the volume and needs of resettled people.

ii. Overview of specific policies relating to resettlement and humanitarian admission programmes in France.

Regardless of the type of resettlement programme (whether it be permanent or temporary and whether it be resettlement or humanitarian admission), France has made it clear that it wishes to **show solidarity to refugees in situations of great vulnerability** in the country of first asylum, in terms of **securing migration routes and reducing irregular migration**. To respond to these situations of great vulnerability and to encourage conditions whereby these individuals can be integrated, France has established a **flexible fast-track reception system** with, notably, a fast-track procedure for examining applications by the French Office for the Protection of Refugees and Stateless People (OFPRA), direct access to housing and measures to facilitate faster integration into society. Currently, the resettlement programme takes the form of **significant preparatory work and coordination between the operators**. Accommodation is sought through participatory and empirical work which is based on the energy of actors and their networks.7

However, changes in the resettlement programmes and the groups of people affected, the rapid increase in the number of people which France has agreed to resettle by 2017, and the need to ensure high quality reception and housing which is appropriate to their needs represents **a real challenge for France**.

This challenge has already been identified, as **discussions have taken place on improvements** to be made to the programme, particularly in terms of identifying accommodation and providing better information to resettled individuals. Thus, due to the increase in France’s commitments to receive a growing number of resettled individuals, information8 dated 23 May 2016 was sent to the relevant services in order to present the framework for receiving resettled refugees, particularly the process for identifying accommodation, managing the reception of resettled individuals and directing them towards accommodation.

iii. Presentation of national debates on resettlement in France.

The resettlement of refugees in France, initially in connection with UNHCR and then on the European level, did not receive public attention for a number of years.

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7 Interview carried out with Prefect Jean-Jacques Brot in May 2016.

8 Information INTV1613717J of 23 May 2016 on the implementation of resettlement operations for Syrian refugees and the availability of accommodation required for this procedure, jointly drafted by the Minister of the Interior and the Minister for Sustainable Homes and Housing.
France then implemented the special operations to receive Syrians in 2013 against the backdrop of the war in Syria which led to many Syrians fleeing their country.

Since 2015, *resettlement has taken on a European dimension and a particular policy context has developed* with a major migration crisis in Europe and the mass arrival of asylum seekers in different European countries.

Overall, *French public opinion tends to be favourable to receiving refugees* given the highly detrimental current situation in the country of origin and, above all, in light of the dangers inherent in the journeys which those in need of protection undertake. This emerges notably from feedback from local politicians during information meetings with local residents to explain the conditions under which these families are received.9

A public opinion survey on 9 September 2015,10 following the press conference by President François Holland on 7 September 2015 during which he announced France’s commitments to welcome asylum seekers from other European countries, revealed that ‘53% of people questioned said they were favourable to receiving refugees, compared to 44% at the start of the month (September)’.

However, the general public is unable to differentiate between asylum seekers and refugees. They are even less likely to be able to distinguish relocation from resettlement.

Hence, as part of discussions with operators, it became clear that they should regularly provide local politicians and local communities with an explanation of the context, the various mechanisms in place and the people affected by these programmes.

**Operators and NGOs / voluntary associations** have been widely involved in these programmes and have participated in discussions with the French authorities and other stakeholders. However, discussions focus less on the legitimacy of the programmes than on implementation. These operators and associations support the need to increase the number of people being resettled.

Thus, in order to encourage and facilitate discussions between stakeholders, both on the national and European level, the UNHCR, the International Organization for Migration (IOM) and the European office of the International Catholic Migration Commission (ICMC) launched the SHARE programme in 2012. The objective of this programme is to build a European network of towns and regions receiving resettled refugees. This network incorporates civil society stakeholders involved in reception and integration policies for migrants and refugees.

The SHARE network is involved in the European Resettlement Network (ERN)11, a network which supports the development of resettlement in Europe by creating links between the various stakeholders involved. It brings together organisations and individuals involved in resettlement, integration policies and practices at various levels, in a variety of sectors, and at all stages of the resettlement process.

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9 Ibid.
10 https://www.senat.fr/espace_presse/actualites/201509/debat_sur_laccueil_des_refugies_en_france_et_en_europe.html (in French)
11 http://www.resettlement.eu/page/welcome-share-network
Finally, the resettlement programme with Turkey, which has been in place since 2016, has raised more debate on the actual legitimacy of the programme, particularly in terms of the return of migrants to Turkey and its potential incompatibility with European and international law.\footnote{Sources: fact-finding missions conducted by the French Senate, hearing by the Foreign Affairs, Defence and Armed Forces Committee.}

The reception of resettled people is, moreover, the subject of significant debate in the political world, whether it be in round tables or Parliamentary committees. It is often examined in more overarching debates relating as much to migrants as to refugees or Syrians.

Thus, the interparliamentary France-Syria group met the Prefect Jean-Jacques Brot\footnote{Letter of engagement from the Prime Minister of 2 April 2015 to Jean-Jacques Brot, the prefect responsible for coordinating work on the reception of Syrian refugees.} responsible for coordinating work on the reception of Syrian refugees in April 2015, so that he could present his work.

A round table was organised on 1 October 2015 by the Delegation of Regional Authorities and the Decentralisation of Regional Authorities and the Reception of Migrants. It aimed to bring together regional authorities under the government’s overarching migration programme and to identify difficulties facing regional authorities as part of the new provisions.

On 13 October 2015, the Foreign Affairs Committee also heard from Bernard Cazeneuve, the French Minister for the Interior, about the situation of Syrian and Iraqi refugees. On 11 May 2016, this same committee organised a round table of researchers on migrants\footnote{https://www.senat.fr/espace_presse/actualites/201509/debat_sur_laccueil_des_refugies_en_france_et_en_europe.html (in French).} during which the conditions for negotiation and application of the EU-Turkey agreement were presented.

A fact-finding mission by the Senate was also launched at the start of May 2016 on the EU-Turkey refugee crisis agreement. This mission, which is currently conducting hearings, aims to examine the conditions under which the agreement is implemented as well as France’s position in relation to the agreement.\footnote{http://www.senat.fr/commission/missions/accord_ue_turquie/ (in French).}
Section 2: Overview of the national resettlement and humanitarian admission programmes

The purpose of this second section is to provide a detailed overview of the national resettlement and humanitarian admission programme(s).

2.1. NATIONAL RESETTLEMENT AND HUMANITARIAN ADMISSION PROGRAMMES

Q1. Does France have a resettlement programme, humanitarian admission programme or other similar programme in place, or did it have one in the past?

France currently has three main programmes relating to resettlement and humanitarian admission.

The first programme is the result of the Framework Cooperation Agreement between the UNHCR and France, signed on 4 February 2008 in which France agreed to examine around a hundred resettlement applications submitted by the UNHCR each year. Each application may relate to one or more people. This mechanism applies to people who are recognised by the UNHCR as refugees (under the terms of its strict mandate) and who are in a situation of vulnerability in the country of first asylum (Programme No. 1).

The second system was established for the special operation to receive Syrian and Palestinian refugees from Syria coming from Lebanon, Jordan and Egypt in 2013. France has agreed with UNHCR to resettle or receive under the terms of humanitarian admission, 500 Syrians or Palestinians from Syria over the course of 2014. These commitments were renewed for 2015.

In 2015, the European Commission took measures to help certain European Union Member States and neighbouring countries to address the refugee crisis they face. With a view to responding to the global migration crisis and to demonstrate solidarity with third countries affected by it, the Commission recommended establishing a European resettlement programme for 20,000 people in need of international protection.16 Commitments were therefore taken by each Member State to receive a certain number of migrants between July 2015 and July 2017. For its part, France agreed to receive 2,375 displaced Syrians living in camps situated near the conflict zones in Lebanon, Jordan and Turkey.17 (Programme No. 2).

Finally, the third programme takes place within the EU-Turkey agreement of 18 March 2016 addressing the migration crisis which provides that all migrants arriving irregularly in Greece to request asylum in Europe will be systematically transferred back to Turkey and one (non-statutory) Syrian refugee in Turkey will be received by a country which has signed the agreement. France agreed to receive 6,000 people who will be deducted from the previously agreed commitment on resettlement (Programme No. 3). France has also undertaken national commitments to receive 2,000 Syrians from Lebanon by the end of 2017.

17 https://www.senat.fr/compte-rendu-commissions/20151012/etr.html#toc2 (in French), hearing of Bernard Cazeneuve, French Minister of the Interior, 13 October 2015
**Summary table of the three programmes in France:**

<table>
<thead>
<tr>
<th>Programme No. 1</th>
<th>Programme No. 2</th>
<th>Programme No. 3</th>
</tr>
</thead>
</table>
| Permanent resettlement programme  
Around one hundred applications examined per year (average of 150 people accepted per year)  
2008 Framework Agreement with the UNHCR | Humanitarian admission programmes  
1) Special operation for Syrians  
500 people in 2014 and 2015  
Agreement with the UNHCR  
2) European Resettlement Programme  
2,375 between July 2015 and July 2017  
Decision of the Council of the EU on 20 July 2015  
+ 2,000 Syrian nationals from Lebanon | EU-Turkey Agreement, the ‘one in, one out’ programme  
6,000 people by September 2017  
Signature 18 March 2016 |

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Q1b. Is it a resettlement programme, humanitarian admission programme or another programme?

While the first programme is a *resettlement programme*, insofar as the resettled people fall under UNHCR’s strict mandate in a country of first asylum, the second programme combines the two mechanisms of *resettlement* (for those who already hold the status of refugee recognised by the UNHCR but who are in a situation of vulnerability in the country of first asylum) and *humanitarian admission* (for Syrians whom they UNHCR has identified, during the registration of their request for asylum in the country of first asylum, a vulnerability justifying the person’s transfer to a country other than that from which they have fled). For this second section, France has established procedures which are distinct from those developed as part of the permanent framework agreement with the UNHCR.

Finally, for the third programme, which is a humanitarian admission programme, the EU has established shared *modus operandi* with Member States.

Q1c. Is it a permanent (programme-based) or temporary (ad-hoc) programme?

While **Programme No. 1** is a *permanent programme* (the 2008 Framework Agreement between France and the UNHCR is ‘automatically renewed each year’), the **other two programmes are ad-hoc programmes which take place within a specific context**, i.e. the migration crisis, the ongoing war in Syria and the intensification of irregular arrivals into Europe via Greece.

Q2. Please indicate what the main objectives of the resettlement or humanitarian admission programme are.

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18 They are refugees (in the generic sense of the term), the UNHCR considers them as such because of their nationality and their town or region of origin, but they are not statutory refugees.  
19 Article 17 of the Framework Agreement signed with the UNHCR in 2008.
According to the UNHCR\(^{20}\), resettlement is one of the three **durable solutions used as a last resort** when voluntary repatriation and local integration are impossible. These mechanisms are therefore used when a refugee can neither be returned to their country of origin nor integrated into the country in which they have sought asylum. The UNHCR attributes **three main functions**\(^{21}\) to resettlement programmes:

- an **instrument of international protection** which meets the specific needs of refugees whose life, liberty, safety, health or other fundamental rights are at risk in the country where they have sought refuge;
- a **durable solution** for larger numbers or groups of refugees, alongside other durable solutions;
- a **tangible expression of international solidarity and a responsibility-sharing mechanism** allowing States to help share responsibility and reduce problems impacting the country of first asylum.

Moreover, this mechanism presents the advantage for the host country of having an organised procedure, and for the refugee of guaranteeing their physical safety.

It also offers an opportunity for the resettlement country to organise reception and integration in advance.

When the Framework Agreement was concluded in 2008, France voiced its desire to show **solidarity** towards refugees in situations of vulnerability in their country of first asylum.

Similarly, in 2013, in response to the international appeal for solidarity launched by the UNHCR on behalf of Syrians who had fled their war-torn country, France responded favourably in order to relieve the countries neighbouring Syria. The objectives of these special operations included the desire to **secure migration routes** by proposing legal access to the EU, to **reduce irregular migration** and to **help countries neighbouring Syria** by providing a rapid response to the need to resettle individuals and families in situations of severe vulnerability.

As part of the European Resettlement Programme in July 2015, France committed itself to receiving refugees from 2016, respecting the commitment it had made as part of the special operations for 2015 in relation to Syrians. France also maintained the provisions established as part of the Agreement with the UNHCR for other nationalities.

Finally, the resettlement and humanitarian admission mechanisms encourage direct access to a status, socio-professional integration and independent housing without any transitional phase.

These programmes differ from the common law asylum regime insofar as they offer direct access to housing and accelerated integration measures for people in situations of great vulnerability. They demonstrate France’s willingness to assist with humanitarian issues, to respect human rights within its territory and in the world, and to support the work of the UNHCR.\(^{22}\)

**Q3. How has France set up the resettlement or humanitarian admission programme?**

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\(^{21}\) Ibid.

\(^{22}\) Preamble to the Framework Agreement signed with the UNHCR in 2008.
In 2008, France launched its own programme to receive refugees under the strict mandate of UNHCR through its resettlement mechanism. To do so, it concluded a **Framework Cooperation Agreement with the UNHCR**. Every year, the UNHCR submits around a hundred applications and the Ministry of the Interior is responsible for selecting the people to be resettled. Against this backdrop, the State-sponsored operators, **OFPRA** and the **French Office for Immigration and Integration (OFII)** were called upon to transfer the UNHCR status once these individuals had arrived in France and to support them in their integration. In addition, in order to implement the reception and support procedures for resettled persons, France called upon the skills of **five voluntary sector operators** who were already actively involved in the reception of asylum seekers. This programme has changed little since its creation.

**Programme No. 2** was the result of the UNHCR observation that many Syrians needed to be resettled in countries neighbouring Syria. France thus rolled out an **innovative programme to give a rapid response to people in situations of extreme vulnerability**. To do so, France intensified its diplomatic relations with countries of first asylum and called upon stakeholders in the permanent resettlement programme, asking them to adapt their practices to the situation. The **UNHCR and OFPRA** were once again called upon as part of this programme. The UNHCR identifies people on the ground and OFPRA then conducts interviews through field missions. To manage the arrival in France of these resettled people, France called upon **new public and voluntary sector stakeholders who also participated in the reception and support of resettled persons**. This programme requires significant coordination between all the actors, taking account of the grouped arrival of individuals in larger numbers than within the context of the first programme and the multiple needs of these beneficiaries. This is why Jean-Jacques Brot was appointed as **coordinating prefect responsible for the reception of these individuals** in order to ‘guarantee the quality and commitment of actions enabling the beneficiaries of this programme to rapidly integrate into French society’.24

Since its launch in 2013, the main change in this programme resulted from a significant rise in the number of target beneficiaries following the commitments made by France between July 2015 and July 2017 to receive more than 10,000 by the end of 2017.

In addition, the process was designed in such a way as to have no impact on the national reception scheme which is widely used by asylum seekers or the permanent resettlement scheme.

Finally, **the third programme** is recent, resulting from an **agreement signed between the EU and Turkey on 18 March 2016**. The French government is current reflecting, therefore, on how to adapt the process to the significant volumes which are expected. The experiences of Programme No. 2 are used particularly in terms of the relationship between the actors. The same stakeholders are involved (OFPRA, IOM, OFII). The UNHCR’s experience is vital, as it has worked since 2013 on resettlement from Turkey with other European countries. It has thus been able to use processes which are already established. Experience acquired through this permanent Framework Programme enables the process to run smoothly. In addition to the relationship between UNHCR and OFPRA to accelerate the choice of applications in partnership with the Turkish authorities, consideration is also currently being given to establishing a **new process for making housing available**, through stakeholder coordination by the Interministerial Delegation for Accommodation and Access to Housing (DIHAL).

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24 Engagement letter from the Prime Minister, 2 April 2015.
Q4. What are the main characteristics of the resettlement or humanitarian admission programme?

To make it easier to read the table, the three programmes mentioned in this study are coded as follows:

1 – the 2008 Framework Agreement with UNHCR
2 – special operations for Syrians (the 500 programme in 2014 and 2015 / European Programme of July 2015)
3 – the EU-Turkey agreement of March 2016

<table>
<thead>
<tr>
<th>Question</th>
<th>Answer</th>
</tr>
</thead>
</table>
| **When did France set up the resettlement and humanitarian admission programme?** | 1 - This programme was launched at the time of signature of the Framework Cooperation Agreement between France, then represented by Bernard Kouchner (Minister for Foreign Affairs), and the UNHCR, represented by Antonio Guterres, on 4 February 2008.  
2 - The launch of the special operation for Syrians and Palestinians from Syria was announced in the autumn of 2013. It effectively began work at the start of 2014. In terms the 2,375 commitment, this came from a decision of the EU Council on 20 July 2015. The arrival of the first resettled people is planned for mid-2016.  
3 - Programme No.3 results from signature of the EU-Turkey agreement on 18 March 2016. France processed the first files in April and May 2016. |
| **Has France set geographical priorities in resettlement or humanitarian admission during the 2011-2016 period? (such as region, nationalities)** | 1 - Programme No.1 does not set geographical priorities, leaving it to the UNHCR to identify need. Applications are essentially accepted on the basis of a case-by-case assessment of the vulnerability of the individual in the country of first asylum and the impossibility of their voluntarily returning to their country of origin.  
2 - The first commitment for 2014, which was renewed in 2015, which aims to receive 500 people, exclusively concerns Syrians and Palestinians from Syria living in Lebanon, Jordan and Egypt. The commitments, which were encouraged by Europe in July 2015, were initially to involve multiple nationalities, in line with European priorities. However, France decided to receive principally Syrians and Palestinians from Syria living in Lebanon and Jordan while other EU countries have redirected their commitment to benefit Turkey.  
3 - The programme known as ‘one in, one out’ only relates to Syrians present in Turkey. |

<table>
<thead>
<tr>
<th>Have nationals of countries in the following regions</th>
<th>North Africa27</th>
<th>Sub-Saharan Africa28</th>
<th>Middle East29</th>
<th>Other parts of Asia</th>
<th>Americas</th>
<th>Other, please specify</th>
</tr>
</thead>
</table>

26 Interview with a representative of the Directorate for Asylum within DGEF at the Ministry of the Interior, April 2016.
27 See UN geographical division at http://unstats.un.org/unsd/methods/m49/m49regin.htm#afica.
28 All of Africa, except Northern Africa as per UN geographical division (see previous footnote).
29 Bahrain, Iran, Iraq, Israel, Jordan, Kuwait, Lebanon, Oman, Palestinian territories, Qatar, Saudi Arabia, Syria, Turkey, United Arab Emirates, Yemen.
<table>
<thead>
<tr>
<th>Question</th>
<th>Answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>been included in resettlement or humanitarian admission for the years 2011-2016?</td>
<td>YES Moroccans, Sudanese, South Sudanese, YES Angolans, Beninese, Burundians, Cameroonians, Central Africans, Congolese, RDC Congolese, Eritreans, Ethiopians, Gambia, Guineans, Ivorians, Liberians, Nigerians, Rwandans, Senegalese, Somalians, Tanzanians, Chadians, Togolese, YES Syrians, Iraq, Iranians, Palestinians, YES Afghans, Birman, Chinese, Nepalese, Pakistani, Sri Lankans, YES Columbians, Cubans, Salvadorians, YES Chechen, Russians, Georgians, Kazakhs</td>
</tr>
<tr>
<td>Does the resettled/admitted person need to have been recognised as refugee by UNHCR or a third country?</td>
<td>1 - Yes they must fall under the strict mandate of the UNHCR. Thus, those who are resettled under the UNHCR resettlement programme in France will be granted the status of refugee in France. 2 and 3 - No, the person has the status of refugee in the generic sense of the term, but is not considered as a statutory refugee. Once OFPRA has completed its examination of the application, in the event of a favourable decision, it will grant the status of refugee or beneficiary of subsidiary protection.</td>
</tr>
<tr>
<td>Can the person be a beneficiary of subsidiary protection?</td>
<td>1 - NO. Upon arrival, the resettled person must go to the one-stop shop to submit an asylum application. Their application will be processed by OFPRA using a fast-track procedure. OFPRA calls the individual for an interview and processes a transfer of status. 2 and 3 - During fact-finding missions in the country of first asylum, OFPRA examines the application to decide whether it is appropriate to continue with the request and, if so, to issue the status of refugee or beneficiary of subsidiary protection. This status is only effective when the individuals arrive in France.</td>
</tr>
<tr>
<td>Does France reassess the recognition of persons for resettlement/humanitarian admission by UNHCR?</td>
<td>1 - Every year, France examines around one hundred applications for resettlement submitted by the UNHCR. This commitment is set out in Article 5 of</td>
</tr>
</tbody>
</table>

30 This mandate refers to people meeting the conditions set by Articles 6 and 7 of the Geneva Convention of 1950 - Article 5.2 of the Framework Agreement of 2008
**Resettlement/humanitarian admission?**

The 2008 Framework Agreement. In reality, this represents more than one hundred people, because many files concern families.\(^{31}\)

2 - In 2013, France agreed to receive **500 Syrians** for 2014. These commitments were renewed for 2015. On 20 July 2015, France agreed to receive 2,375 people between July 2015 and July 2017.

3 - France should receive **6,000 people** within the EU-Turkey Framework Agreement, with a provisional estimate of 3,000 people per year to facilitate smooth organisation.

**If applicable, please indicate the regular quota per year**

<table>
<thead>
<tr>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1 -</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100 in 2016/100 in 2017</td>
</tr>
<tr>
<td>(number of files)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2 -</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>500</td>
<td>500</td>
<td>2,375</td>
</tr>
<tr>
<td>3 -</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>6,000</td>
</tr>
</tbody>
</table>

**Please indicate the emergency quota per year**

France does not have any specific emergency quota.\(^{32}\) Urgent cases are treated as a priority, according to the same procedure as each resettlement application.

**How are the above quota determined and applied?**

1 - This commitment was set in 2008 during drafting of the UNHCR-France Framework Agreement.\(^{33}\) It is the result of negotiations between the two parties as part of their bilateral relations.

2 - The first commitments (500) were set by France as part of its diplomatic relations with states neighbouring Syria and affected by the mechanism as countries of first asylum. The commitment made in July 2015 (2,375), is the result of European negotiations with other Member States. Each Member State then defines how it will apply and design the programme.

3 - This commitment is the result of negotiations with Turkey and the European Union.

**In the 2011-2015 period, have quota differed significantly from the actual number of persons resettled?**

1 - The commitments relating to the number of applications assessed have not changed. However, **the number of people whose application is actually accepted following this assessment has changed**. Over the 2008-2015 period, the average number of people accepted within the context of this programme was 150. However, in 2014 and 2015, France accepted the applications of 247 and 205 people, respectively. This change is related to an increase in peoples’ vulnerability

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\(^{31}\) Each file may include several members of the family in addition to the main applicant. Generally speaking, this covers the spouse and/or children of the applicant, but grandparents, nephews/nieces may also be included.

\(^{32}\) Interview with a representative of the Directorate for Asylum in DGEF within the Ministry of the Interior, May 2016

\(^{33}\) Article 5.3 of the 2008 Framework Agreement signed with the UNHCR.
admitted? If so, how (much) and why?

- as identified by UNHCR and to the fact that resettlement increasingly affects large families.

2 - Commitments taken within the context of the special operation for receiving Syrian asylum seekers from countries neighbouring Syria have changed as the scope of the negotiations on the European level has been extended. Indeed, each Member State agreed to receive some of 20,000 Syrians for whom UNHCR has called upon the solidarity of the European Union. Thus, France agreed to receive 2,375 people over two years.

3 - The quota initially planned for France was 6,000 people but the refusal by certain EU countries to take on part of the resettled population may increase the number taken in by other Member States. Overall, the volume has significantly increased, due to the ad hoc programmes.

### 2.2: PRE-DEPARTURE AND DEPARTURE PHASE

**Q5. The authorities/actors responsible for each of the actions / measures indicated and their responsibilities**

To make it easier to read the table, the three programmes mentioned in this study are coded as follows:

1 – the 2008 Framework Agreement with UNHCR

2 – special operations for Syrians (the 500 programme in 2014 and 2015 / European Programme of July 2015)

3 – the EU-Turkey agreement of March 2016

<table>
<thead>
<tr>
<th>Action/Measure</th>
<th>Authority/actor responsible</th>
<th>Explanation of responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policymaking on national resettlement or humanitarian admission programmes/strategy (including objectives, 1, 2 and 3 - The Ministry of the Interior (Directorate for Asylum)</td>
<td>1, 2 and 3 - The Directorate for Asylum manages the policy, particularly in terms of:</td>
<td></td>
</tr>
<tr>
<td>National Resettlement or Humanitarian Admission Programmes/Strategy (Including Objectives, 1, 2, 3)</td>
<td>2 and 3 - France’s commitments are voluntary, as part of:</td>
<td></td>
</tr>
<tr>
<td>- its relationship with the consent of consular posts to</td>
<td>monitor changes in the</td>
<td></td>
</tr>
</tbody>
</table>

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34 Resettlements planned as part of this programme will be implemented in line with commitments taken by Member States on 20 July 2015; with 18,000 resettled places being still available. The European Commission proposed a change to the decision relating to resettlement on 22 September 2015 so that all resettlement commitments taken within the context of this arrangement are deducted from the places not attributed under the decision.
<table>
<thead>
<tr>
<th><strong>geographical focus, priorities, etc.)</strong></th>
<th>commitments made with the EU.</th>
<th>country of origin and check that return is not possible, ii) check the conditions for integration in the country of first asylum and iii) issue visas if resettlement is the only solution; • approving lists of applicants submitted to the UNHCR; • monitoring relations with the IOM and operators via OFII for transport, arrival in France and accommodation.</th>
</tr>
</thead>
</table>

| **Identification of the candidate for resettlement/humanitarian admission** | 1 - Identification of candidates for resettlement is conducted by the **UNHCR**. Candidates are already under the strict mandate of the UNHCR.  
2 - The **UNHCR** sends the Ministry of the Interior and OFPRA files on asylum seekers who are in a situation of great vulnerability.  
3 - The **Turkish authorities** submit the files to the **UNHCR** which registers them. | 1, 2 and 3 - The UNHCR analyses the vulnerability criteria and/or the ability of the country of first asylum to integrate them on a case-by-case basis.  
2 – up to three interviews are conducted in order to identify the vulnerability criteria, the receiving country and exclusion clauses. A new procedure has recently been applied to enable a faster selection of applications (with fewer interviews and/or one interview addressing both the issue of refugee status - RSD - and resettlement - RST) due to the increase in volume of applications to be processed.  
3 - The UNHCR conducts a single interview. |

| **First selection of the candidate for resettlement or humanitarian admission** | 1 - The **HCR** sends the applications of people in vulnerable or unstable situations in a country of first asylum to the Directorate for Asylum of the General Directorate for Foreigners in France; | 1 - The **UNHCR** identifies the files to be submitted to the French authorities.  
Since 2013, the files have not necessarily come through the UNHCR headquarters in Geneva, 35 UNHCR submission categories.  
36 RST: resettlement / RSD: refugee status determination (UNHCR’s own acronyms). |
<table>
<thead>
<tr>
<th>Security screening</th>
<th>1, 2 and 3 - The <strong>Ministry of the Interior</strong> conducts security checks to ensure that the individual does not represent a serious threat to public order, public safety or national security.(^{37})</th>
</tr>
</thead>
</table>
| Interviews with pre-selected persons (after the UNHCR interviews) | 1 - No interviews are carried out prior to arrival in France with persons who have already been interviewed by the UNHCR and placed under its strict mandate. The selection procedure for resettlement in France is conducted on the basis of a UNHCR file submitted to the Directorate for Asylum.  
  
  2 and 3 - Investigative interviews are carried out by OFPRA and the Ministry of the Interior in the various countries of first asylum. |
|-------------------|--------------------------------------------------------------------------------------------------|
| but may also be sent directly from the UNHCR offices in Nairobi and Beirut. Most files for the humanitarian admission programme are sent directly by Beirut. | 2 - **OFPRA** examines the files while the Ministry of the Interior conducts security-related checks.  
  
  2 and 3 - The **UNHCR** is advised of the dates of field missions in advance, to organise on-site interviews and electronically send the selected files (around one month before the mission). |

\(^{37}\) Article L.741-4, 3° of CESEDA
<table>
<thead>
<tr>
<th>Health checks</th>
<th>1, 2 and 3 – The IOM is responsible for carrying out a medical examination. This takes places after selection, during the pre-arrival preparation phase. This examination takes place 48 hours prior to departure to ensure that the individual’s health situation does not change before the actual departure.</th>
</tr>
</thead>
</table>
| Decision on the final selection of a candidate for resettlement or humanitarian admission | 1, 2 and 3 – The final decision is taken by the Directorate for Asylum.  
1 - The Directorate for Asylum may call for the opinion of the geographical directorates of the French Ministry for Foreign affairs and International Development and OFPRA in reaching its decision.  
2 and 3 – The Directorate for Asylum is responsible for making the resettlement decision and OFPRA is responsible for issuing the resettled persons with the status upon their arrival in France. |
| Pre-departure assistance/measures | 1, 2 and 3 – Pre-departure assistance is the responsibility of the IOM.  
Contact between the UNHCR and the IOM for the submission of files selected by the French authorities.  
In connection with the Directorate for Asylum, the IOM is responsible for:  
- Organising the logistics of selection missions  
- Managing modes of transport (within the context of an agreement with OFII)  
- Managing cultural orientation training (as part of an agreement with OFII)  
- Acting as an interface between the Ministry of the Interior and |
<table>
<thead>
<tr>
<th><strong>Departure and travel</strong></th>
<th><strong>1, 2 and 3 – IOM / UNHCR</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Departure and travel</strong></td>
<td>The IOM is responsible for:</td>
</tr>
<tr>
<td></td>
<td>• Facilitating granting of the authorisation to leave the country,</td>
</tr>
<tr>
<td></td>
<td>• Helping complete administrative formalities, particularly in transit countries and for medical or operational escorts.</td>
</tr>
<tr>
<td></td>
<td>• Reserving and purchasing transport tickets.</td>
</tr>
<tr>
<td></td>
<td><strong>The UNHCR</strong> sometimes helps with issuing of travel tickets.</td>
</tr>
<tr>
<td></td>
<td><strong>The Ministry of the Interior</strong> sends the necessary instructions to consular posts when visas or consular laissez-passers are required.38</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Provision of information to the selected person (before departure)</strong></th>
<th><strong>1, 2 and 3 – Information is provided by the IOM and the UNHCR.</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Provision of information to the selected person (before departure)</strong></td>
<td>An information booklet drafted by the IOM is given to the resettled person before their departure. It is available in French, English, Arabic and Russian. It provides information on the resettlement process, administrative procedures and initial reception as well as, more generally, about life in France, education, their rights and duties.</td>
</tr>
<tr>
<td></td>
<td>There is also a guide drafted by OFII (in English and Arabic) for</td>
</tr>
</tbody>
</table>

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38 Interview with a representative of the Directorate for Asylum in DGEF within the Ministry of the Interior, May 2016.
Provision of cultural orientation to the selected person (before departure) | 2 and 3 - IOM | 2 and 3 - This training lasts five hours. The IOM uses the booklet mentioned above to conduct this training. The agreement signed between OFII and the IOM specifies the organisation of a cultural orientation session during resettlement of a group of at least 15/20 people (not including children). This is why it currently exclusively affects Syrians who often arrive in France in groups, while the other resettlement operations only affect a few families.

Q6. How does France approach the identification of persons for resettlement/humanitarian admission in terms of first steps and relations with key stakeholders (such as UNHCR and third countries)?

For Programme No. 1, identification is conducted by the UNHCR. The UNHCR identifies cases in which the person is in a situation of great vulnerability or instability in the country of first asylum. It then sends the files to the Directorate for Asylum of the General Directorate for Foreigners in France (DGEF) within the Ministry of the Interior. Occasionally, voluntary sector organisations draw the UNHCR’s attention to certain situations justifying resettlement, which the UNHCR assesses in light of the vulnerability criteria prior to submitting the case for resettlement.

The UNHCR may conduct several interviews to assess the individual’s situation and to assess when resettlement becomes the only solution, using their ‘Progress’ database. This database enables the situation and any protection issues encountered to be monitored. When the UNHCR has conducted these interviews and built up a comprehensive file on the person in order to place them under its strict mandate, the Ministry of the Interior can examine the application.

For Programmes No. 2 and 3, on-site identification missions are conducted by OFPRA and the Ministry of the Interior to select persons to take part in the UNHCR’s pre-identification process (Programme 2) and based on the files selected by the UNHCR on the basis of files presented by the Turkish authorities (Programme 3).

- For Programme No. 2, the UNHCR may conduct up to three interviews: the first interview checks family composition, the presence of all members of the family and their desire to be resettled. The second interview is an identification interview and assesses vulnerability in relation to the criteria selected in the context of resettlement. The third interview focuses on an assessment of refugee status determination (RSD) and of resettlement (RST) (inclusion/exclusion) and completes the file by collating
information on specific needs. However, due to the large volume of files, the UNHCR may use a fast-track procedure, with fewer interview and/or may combine the RST and the RSD/RST assessments into a single interview.

- For Programme No. 3, in principle, resettlement from Turkey strives to be an accelerated resettlement process. The identification and selection of refugees is conducted within this programme according to the same criteria as for resettlement, particularly with regard to vulnerability criteria. It is, however, important to note that because the UNHCR does not have registration data on Syrian refugees in Turkey, the majority of refugees are pre-identified by the Turkish authorities, who also use the same vulnerability criteria, before being communicated to the UNHCR for resettlement. In terms of processing pre-identified cases for resettlement, this programme adopts a simplified processing methodology which enables refugees to access solutions more quickly, without affecting the integrity of the process. The UNHCR has submitted 594 persons from Turkey to the French authorities, using this process. However, the UNHCR and France work together to develop a process to precisely define the conditions for accepting these files\textsuperscript{39} with respect to a standard process defined on the European level.

**Recording files by UNHCR:**

UNHCR teams use a database to record information about the identity of each Syrian, their reasons for fleeing the country, the first aspects of vulnerability which have been identified, the protection needs and risks encountered in the country of first asylum. Currently, asylum seekers certificates issued in Jordan, Lebanon, Egypt and Iraq are valid for one year and can be renewed during an interview designed to update all the aspects of the file, identify any new criteria of vulnerability and complete the application. In Turkey, the Turkish authorities register asylum seekers for temporary protection. Interviews consists of collating information on identity, fingerprints and information relating to the provision of services to refugees. Finally, the Turkish government sends files on vulnerable people to the UNHCR which assesses the most vulnerable cases with a view to offering resettlement.

**Q7. Which methods are used for the selection of persons for resettlement/humanitarian admission?**

To make it easier to read the table, the three programmes mentioned in this study are coded as follows:

1 – the 2008 Framework Agreement with UNHCR
2 – special operations for Syrians (the 500 programme in 2014 and 2015 / European Programme of July 2015)
3 – the EU-Turkey agreement of March 2016

\textsuperscript{39} Interview with UNHCR representatives in Paris, May 2016.
<table>
<thead>
<tr>
<th>Method</th>
<th>Existence of a defined method</th>
<th>Further explanation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Selection missions</td>
<td></td>
<td>2 and 3 - joint OFPRA and Ministry of the Interior missions on the basis of files which are pre-selected by the UNHCR.</td>
</tr>
</tbody>
</table>

Selection mission in the third country

| 1 | No mission in the third country |
| 2 | Yes, on the basis of files submitted by the UNHCR |
| 3 | Yes |

If selection missions are carried out, a) how often? b) are they carried out in all countries from which persons are resettled?

| 2 | In 2014, OFPRA carried out eight missions: two in Egypt, three in Lebanon, three in Jordan. In 2016, three missions were planned in Lebanon and one in Jordan. |
| 3 | Two joint missions were organised in April 2016 and May 2016 in Turkey to select the first files. It is then planned to organise one mission every month. |

Personal interviews on-site with the candidates.

| 1 | No |
| 2 | During the joint mission, interviews are conducted on site by OFPRA |
| 3 | Yes, interviews take place with OFPRA |

File-based selection (i.e. UNCHR submission of file)

| 1 | This selection is made by the Directorate of Asylum which conducts an individual examination of the files submitted by the UNHCR. |
| 2 and 3 | This selection takes place within the context of joint missions between the Ministry of the Interior and OFPRA. |

1 - No reconsideration of UNHCR status

1, 2 and 3 - The degree of vulnerability, the need for protection and the aspects favourable to integration of the applicant are taken into account on a case-by-case basis. In the case of Syria, there is no examination of the possibility of voluntary return due to the ongoing war in the country.

Video/telephone interviews with candidates

| 2 | Sometimes |

2 - The UNHCR sometimes organises the first or second interview by phone

Consultations with the UNHCR/IOM (tripartite discussions)

| 1, 2 and 3 | Yes |

Discussions with the IOM concern the logistics for the preparation for departure and arrival in France
<table>
<thead>
<tr>
<th>Method</th>
<th>Existence of a defined method</th>
<th>Further explanation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consultations with the European Asylum Support Office (EASO)</td>
<td>1, 2 and 3 – No</td>
<td>Only for relocation</td>
</tr>
<tr>
<td>Consultations with civil society/NGOs on criteria for selection of candidates</td>
<td>1 - Sometimes</td>
<td>1 - A voluntary sector organisation may help identify the vulnerability of a person,40 but the UNHCR only submits the file if it meets the criteria for selection for resettlement.</td>
</tr>
<tr>
<td>Consultations with authorities of the country where the resettled person is present</td>
<td>1, 2 and 3 – Yes for exit visas in partnership with the UNHCR and/or the IOM</td>
<td>UNHCR protection officers often speak the language of the resettled person.</td>
</tr>
<tr>
<td>Arrangement of interpreters for interviewing candidates</td>
<td>1, 2 and 3 – Yes, according to needs</td>
<td></td>
</tr>
</tbody>
</table>

Q8. Does France use criteria to prioritise the selection of persons for resettlement/humanitarian admission (either official or in practice)? These should be understood as additional ones to the key requirement of being eligible for international protection and those applied by UNHCR in its selection.

No specific criteria are defined in Article 5 of the Framework Agreement signed by France. It only mentions compliance with the eligibility criteria for obtaining the strict UNHCR mandate and those set out in French legislation relating to being granted the status of refugee or subsidiary protection.

Thus, the UNHCR selects the files to be presented to the French authorities according to the **submission categories which enable the identification of vulnerabilities**,41 i.e.:

- legal and/or physical protection needs of the refugee in the country of refuge,
- survivors of torture and/or violence,
- medical needs,
- women and girls at risk,
- family reunification,
- children and adolescents at risk,
- lack of foreseeable alternative durable solutions.

The files which are submitted therefore only relate to people presenting **serious vulnerability**. Survivors of violence and/or torture and persons who are under threat are particularly affected.

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40 This is specifically related to the way in which the UNHCR works and not to the procedure which has been established by France.
by this system as well as anyone who cannot receive appropriate medical treatment in the
country of first asylum.

Due to the length of the war in Syria, France is now receiving more and more people with
significant medical conditions and families with young children in very vulnerable situations.  

**The lack of foreseeable alternative solutions** is an inherent criterion in selecting an
application for resettlement.

The age of the applicant is not a selection criterion, although the number of files accepted will
depend upon the admission and accommodation capacities in the country which are appropriate
for this group (e.g. unaccompanied minors and young people under the age of 25 who need
specific reception mechanisms).

According to the UNHCR, belonging to a religious group is not a principal criterion in the
selection of resettlement applications. However, it is often a determining factor in obtaining
refugee status. In contrast to other countries, however, France has never made a request to
receive refugees on the basis of their religion.

Finally, the ‘proximity’ criterion, which relates to a specific link with France (commercial,
cultural, family, linguistic, etc.) is little used in comparison to other criteria.

In terms of **potential integration or reasons for integration**, this point is not examined by the
UNHCR. Moreover, for Syrian applications, there is no question of integration on-site, given
the reception conditions in the host countries and the war in Syria.

Finally, **family reunification** criteria will be studied according to the age and dependency of
the applicant to family members in France: indeed, French law allows for family reunification
for family members of a refugee. It may, sometimes be deemed more appropriate to use this
procedure, if the conditions are met, rather that resettlement, so as not to impact upon the
specific quota in the Framework Agreement.

The UNHCR may draw attention to urgent applications, for example due to serious medical
problems or immediate danger to the individual.

Generally speaking, it appears that priorities are fairly difficult to define, because it involves an
individual assessment of the applications.

**Q9. Does France use criteria to exclude/deprioritise certain persons for
resettlement/humanitarian admission?**

UNHCR analyses the files to check the exclusion clauses under application of the 1951
Convention. Thus, when an exclusion clause is identified, the file is removed and is not
submitted to France for a resettlement request. In addition, the resettlement programmes relate
exclusively to civilians who have not been involved in armed activities.

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42 Interview with representatives of the IOM, May 2016.
43 Interview with a representative of the Directorate for Asylum in DGEF within the Ministry of the Interior, May 2016.
44 Ibid.
The UNHCR also keeps a list of profiles which lead to the exclusion of certain files such as, notably, incomplete elements on family composition, unresolved custody issues, polygamous marriages, underage marriages, criminal cases, a member of the family possibly being involved in an armed conflict. However, these elements are not specific to the selection of files submitted to the French authorities but are inherent in the procedure established by the UNHCR to select files which are eligible for resettlement.

The Ministry of the Interior conducts security checks to ensure that the individual does not represent a serious threat to public order, public safety or national security.\(^{45}\)

**Q10a. What is the overall procedure followed in the immediate aftermath of the decision to resettle/admit?**

Once the dossiers have been selected, the list is sent by the Directorate for Asylum to the IOM and actors responsible for receiving the resettled people.

In terms of identifying accommodation, various actors are involved as soon as they receive the list of selected dossiers:

- **For programme No. 1**, five operators have supported beneficiaries since the launch of the programme (France terre d’asile - FTDA, Forum Réfugiés, COS Isard, Adoma, Entraide Pierre Valdo).
- **For programme No. 2**, in order to preserve the capacities of the permanent programme, the State uses additional actors.
- With the arrival of newly resettled persons in the context of the EU-Turkey Agreement, in May 2016 a new call for projects was launched to establish agreements with new operators and to identify accommodation through a national platform run by the Interministerial Directorate for Accommodation and Access to Housing (DIHAL).\(^{46}\)

The IOM office in Paris starts work as soon as it receives the official request from the Ministry of the Interior with the definitive list of the approved dossiers and once vacant accommodation has been identified.

The conditions for departure and arrival in France of the resettled people are then prepared:

- IOM organises the medical examination 48 hours before departure to check that the family is fit for travel (FFT). This examination is conducted by IOM doctors. If necessary, a more in-depth medical opinion may be requested to check whether the person is fit for travel and whether they require a medical escort (doctor or nurse).
- In partnership with the authorities in the country of refuge, the UNHCR is responsible for obtaining departure/exit visas. These procedures may take at least three weeks in certain countries (Lebanon, Jordan).
- The journey takes place under the auspices of the IOM which is responsible for the flight tickets.
- To date, OFII has financed all stages of the procedure through the Asylum, Migration and Integration Fund. IOM can thus cover the costs of the plane tickets directly.

\(^{45}\) Article L.741-4, 3° of CESEDA.

However, all the other expenses (escorts, domestic travel, operational escorts, additional medical examinations) must be approved in advance by OFII.

- Once agreement has been given for the journey by the Ministry of the Interior, the average waiting time before the person actually leaves is a minimum of around three or four weeks, depending on the country.

Q10b. Is there a formal agreement signed by both the resettled/admitted person and Member State after selection and before departure?

The resettled person does not receive any official agreement from the French authorities saying that their application has been accepted. They are not actually granted the status until they arrive in France. However, they do receive a travel document from the French consular authorities in the country of first asylum, enabling them to get to France, as well as a visa to exit the country of first asylum.

Those who can come to France under the resettlement programme are mentioned in the file prepared by the UNHCR.47

Q11a. How is the person actually transferred to France?

The journey is organised by the IOM which books the tickets and train or rail transfers (domestic flights) if necessary when the person is resettled outside the capital. Agreements signed by the IOM with airline companies mean they can benefit from group rates. Charter flights are not used by French authorities, because the number of people being resettled doesn’t warrant this.

The IOM holds special permission in airports to support people leaving the aircraft, helping them through security controls and sometimes accompanying them during transit between flights.

The fact that IOM is present in most EU countries and that its staff have special airport permissions often means that transit visas are not required (e.g. in Turkey) and allows people transiting the country to be accompanied. Where there is a stop-over, the resettled persons are accompanied to the new boarding gate by an IOM officer who has specific airport permission to move around the airport.

An OFII officer is often present at French airport to welcome the resettled persons, alongside with the operator who will carry out the second part of the journey with the resettled people to their accommodation.

Q11b. Are there specific services available for vulnerable persons when they are being transferred to France?

The IOM may organise a medical visit if specific treatment is required (doctor or nurse) or an operational escort if specific help is required (for example due to the presence of several young children).

The decision to organise a medical escort is taken at the end of the medical examination organised by the IOM and an additional medical examination to assess whether the person is fit to travel and, if appropriate, what treatment is required.

### 2.3: POST-ARRIVAL AND INTEGRATION PHASE

**Q12a. Is policy and law for the integration of resettled refugees different than integration policy/law for recognised refugees after an asylum application? If yes, briefly mention on what aspects.**

Provisions relating to the integration of resettled person are specific in terms of accommodation because, as part of the resettlement programme, direct access to accommodation is prioritised. Resettled people do not, therefore, go through accommodation in a Reception Centre for Asylum Seekers (CADA). Moreover, resettled persons may also benefit from access to a Reception and Integration Contract (CAI) prior to recognition of their status by OFPRA.\(^{48}\)

With the exception of these two sections, the other integration provisions affect both refugees who are recognised as such after an asylum application and resettled people.

Nevertheless, the integration programmes jointly funded by AMIF and the DGEF cover the establishment of a specific mechanism for resettled persons for a duration of twelve months. In this context, additional support with a single point of contact is often established (see below). It aims to provide families with support with administrative procedures, ensuring eligibility for social rights and children’s education. It also often offers health and psychological support, as well as help with social integration, access to training and employment.\(^{49}\)

**Q12b. Who are the key players/actors and which are their responsibilities in the post-arrival and integration phase?**

<table>
<thead>
<tr>
<th>Player</th>
<th>Responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Directorate for Asylum within DGEF</td>
<td>Responsible for identifying and supervising operators entrusted with accommodation and social support to resettled people.</td>
</tr>
<tr>
<td>Ministry of the Interior - Prefecture/One-stop shop</td>
<td>For resettled people within the context of Programme No. 1 (UNHCR Framework Agreement), it is responsible for issuing the asylum application certificate (ADA) and the asylum application form, as well as for registering the asylum application.</td>
</tr>
</tbody>
</table>

\(^{48}\) Questionnaire completed by the OFII, May 2016.  
\(^{49}\) Questionnaires completed by various operators: Forum Réfugiés, France terre d’asile, Adoma and Coallia, May 2016.
The one-stop shop\textsuperscript{50} was introduced by the asylum reform law of 29 July 2015. It consists of officers from the prefecture and OFII officers working together specifically to receive asylum seekers and to facilitate their administrative procedures.

There are currently 34 one-stop shops spread over the entire country.

For resettled people within the context of Programmes No. 2 and 3, the resettled person goes directly to the appropriate prefecture for their address to pick up a receipt of their application for a residence permit while awaiting issue of their residence permit.

| **IOM** | Since 2016 and upon OFII’s request, the IOM has been responsible for coordinating operators charged with accommodation and front-line support. |
| **OFPRA** | OFPRA is responsible for issuing the status and with establishing birth certificates. |
| **OFII** | OFII is responsible for transfer to the accommodation (implemented by IOM on behalf of OFII). OFII is responsible for access to the CAI and to CAI-associated services\textsuperscript{51} within one month of the asylum application certificate or notification by OFPRA being issued. It also coordinates the integration procedures for resettled persons. |
| **DIHAL** | Through the national refugee accommodation platform, the DIHAL is responsible for the national scheme for housing resettled persons (Programmes 2 and 3). |

\textsuperscript{50} Mainly dedicated to asylum seekers, one stop shops also register applications for resettlement before filing the application with OFPRA.

\textsuperscript{51} The law of 7 March 2016 changed the integration route for foreigners in France and notably modified the Reception and Integration Contract (CAI). From 1 July 2016, the French Integration Contract (CIR) will enter into force, the aim of which is to improve preparation for arrival in France, personalise the reception of first-arrivals and strengthen civic and linguistic training.
Operators / NGOs

Operators are responsible for reception, housing and front-line social support to resettled persons.

Local authorities

Monitoring integration (learning French, school education, employment)

Local education authority

Access to schooling

Voluntary organisations

Providing clothing, food vouchers, etc.

Volunteers in local organisations are often used by operators responsible for providing accommodation and support to resettled people to help with their integration.

Q13. What is the immediate support available upon arrival for resettled persons?

<table>
<thead>
<tr>
<th>Measure</th>
<th>Yes/No</th>
<th>Further explanation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Airport pick-up</td>
<td>Yes</td>
<td>The IOM and OFII teams are responsible for pick-up at Charles de Gaulle airport. An officer is present when the resettled persons arrive and helps them get through border checks. They then organise domestic transport if the person is to be resettled outside the Paris region. Increasingly, however, the operator who will manage the household is also present to take over from the IOM. This person thus supports the resettled persons through to their accommodation.</td>
</tr>
</tbody>
</table>
| Provision of (temporary) documentation       | Yes    | 1 - People who arrive within a permanent resettlement programme are rapidly directed towards the one-stop shop which issues them with an asylum application certificate while they are awaiting the decision and issuance of a permanent residence permit.  

2 and 3 - Syrians who are resettled as part of Programmes 2 and 3, do not need to go to the one-stop shop. Their residence permit is issued very quickly upon arrival because OFPRA has already examined their request during their field mission. |
<table>
<thead>
<tr>
<th>Category</th>
<th>Grant</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food</td>
<td>Yes</td>
<td>Food is delivered by the operator responsible for accommodation / voluntary organisations while awaiting eligibility for active solidarity income (RSA/revenu de solidarité active).[^52]</td>
</tr>
<tr>
<td>Lodging (more detailed questions below)</td>
<td>Yes</td>
<td>Access to housing is organised for resettled persons upon arrival. All resettled persons, regardless of the programme within which they fall, must have direct access to housing. This accommodation must correspond to the needs of the resettled persons and its cost must be compatible with the financial capacities of the household, in order to enable them to rent the accommodation as soon as possible.^[53]</td>
</tr>
<tr>
<td>Clothing</td>
<td>Yes</td>
<td>Where necessary, clothing may be provided by the operator or by voluntary organisations.</td>
</tr>
<tr>
<td>Medical examination</td>
<td>Yes</td>
<td>A medical examination is scheduled upon signature of the CAI at the Regional Directorate of OFII which is responsible for the resettled person’s domicile.</td>
</tr>
<tr>
<td>Other form of health care</td>
<td>Yes</td>
<td>If required, the person may be directed towards emergency services or has access to permanent medical care centers while awaiting their right to access free universal medical coverage.[^54]</td>
</tr>
<tr>
<td>Interpretation upon arrival</td>
<td>Yes</td>
<td>For all important steps, operators can call upon the services of an interpreter (either physically present or by telephone). This service is provided for in their budget.[^55]</td>
</tr>
</tbody>
</table>

**Q14a. What status is granted to the person resettled or admitted under humanitarian admission? Does it differ from the status given to persons granted international protection for ‘regular’ asylum applications?**

An individual who arrives in France with a long-stay D visa, as part of Programme 1 must go to the Prefecture or regionally-competent one-stop shop upon arrival to register their application and receive an asylum application certificate. Within 21 days of receiving this certificate, the individual must submit an asylum application to OFPRA, completing the asylum application form specifying that they are under the strict mandate of the UNHCR and that they fall within the resettlement programme, accompanied by the required documents.

[^52]: Questionnaire completed by the OFII, May 2016.
[^53]: Questionnaire completed by Coallia, May 2016.
[^54]: Questionnaires completed by OFII and France terre d’asile, May 2016.
[^55]: Interview with representatives of Forum Réfugiés, May 2016.
Insofar as this person is already recognised by the UNHCR as a refugee, they will obtain refugee status through transfer of the status within approximately two months, during which time the authorities check the applicant’s background and profile, update the data relating to their civil status and communicate information on the rights and responsibilities of refugees in France to the applicant. The individual will then receive a **ten-year residency card which recognises their refugee status**\(^{56}\) and gives them the right to carry out any economic activity.

For the two other programmes, in the case of joint missions conducted by OFPRA and the Ministry of the Interior, the resettlement application file is examined on-site. Individuals who arrive in France with the long-term D visa are given notification of OFPRA’s decision upon their arrival. Where possible, this may take place in the airport (depending upon the time of arrival, the lack of transfer outside Paris and a sufficient number of people to justify the attendance of an OFPRA officer. Otherwise, communication takes place by mail with the manager of the accommodation structure, who communicates the original ID and civil status documents, the documents to be signed, and receives the decision from OFPRA.

The authorities will then either issue a **ten-year residence card if they obtain refugee status**,\(^{57}\) or a **temporary residence permit marked as ‘private and family life’ if they are granted subsidiary protection**.\(^{58}\)

Residence permits issued according to the status granted (refugee or beneficiary of subsidiary protection) then give rise to the same rights as foreigners admitted as part of a ‘standard’ asylum application and beneficiaries of the same residence permits.

**Q15a. Do resettled persons or persons admitted under humanitarian admission have the right to family reunification?**

**Q15b. If yes, to what extent is the right to family reunification for resettled persons or persons admitted under humanitarian admission different than for other persons granted refugee status?**

The **right to family reunification** for people who are resettled or admitted as part of a humanitarian admission programme is the same as for refugees and beneficiaries of subsidiary protection.

If the individual’s family is outside France when they are granted protection, they may come to France through the family reunification procedure as soon as protection has been granted and without any condition of resources or accommodation, by way of derogation from the general family reunification scheme.

Law No. 2015-925 of 29 July 2015 relating to the reform of asylum law and Decree No. 2015-1166 of 21 September 2015, issued as application of the law, defined the conditions for the family reunification of refugees and beneficiaries of subsidiary protection, as well as the relevant procedure.

The **request for family reunification is initiated by family members of the refugee or beneficiary of subsidiary protection.** They submit their long-stay visa application directly to the French diplomatic and consular authorities in the country of residence.

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\(^{56}\) Article L.711-1 of the CESEDA and L. 314-11, 8°.

\(^{57}\) Article L. 314-11, 8° of CESEDA.

\(^{58}\) Article L.711-13 of CESEDA.
Applications should principally include proof of ID and family relationship to the refugee, stateless person or beneficiary of subsidiary protection. If civil status documents are not available, the elements provided by the applicants and documents established by OFPRA may be used to justify family relationships.

The application is processed jointly by the diplomatic and consular service and the Refugees’ Families Office of the Ministry of the Interior (in liaison with OFPRA). It covers checks on the status of the protected person, their identity and family relationships between the applicants and the protected person.

Refugees and beneficiaries of subsidiary protection may ask to be joined by:

- their spouse or civil partner. This person must be over the age of 18. The marriage or civil partnership must be dated prior to submission of the request for protection.
- their common law partner. This person must be over the age of 18. They must demonstrate that prior to submitting the application for protection they had a sufficiently stable and continuous shared life.
- the couple’s unmarried children, up to the age of 19.

If the refugee or beneficiary of subsidiary protection is an unmarried minor, they may request to benefit from their right to be joined by their first degree relatives in the direct ascending line.

The visa application may be refused for one of the following reasons:

- if the conditions for benefiting from family reunification are not met,
- if a family relationship has not been established,
- if there is a threat to public order,
- if the beneficiary of the protection has not respected the essential principles which, in line with national legislation, govern family life in France.

Q15c. Do resettled persons or persons admitted under humanitarian admission have access to naturalisation/citizenship?

Q15d. If yes, to what extent is access to naturalisation/citizenship for resettled persons or persons admitted under humanitarian admission different than for other persons granted refugee status?

Resettled persons are covered by the same provisions as foreigners admitted under a ‘standard’ asylum application.

Resettled refugees may thus request French nationality by decree if they meet the conditions under the same provisions as refugees and beneficiaries of subsidiary protection. As part of this request, they must show their integration into French society (knowledge of the French language in particular) and acceptance of its values.

Article 21-17 of the Civil Code, states that ‘naturalisation can only be granted to foreigners who can demonstrate habitual residence in France for the five years preceding their application.’
Moreover, Article 21-19 specifies that ‘a foreigner who has been granted refugee status is not subject to the five-year residency condition. Beneficiaries of subsidiary protection are subject to this condition’.

Thus, the conditions under which French nationality can be accessed are different for refugees who do not have to reach five years of residence before submitting an application, in contrast to beneficiaries of subsidiary protection.

Q16a. Is there a geographical distribution in the Member State of the resettled persons or admitted under humanitarian admission?

When the first resettlement programme was launched in 2008, geographical distribution took place on a case-by-case basis. The first arrivals of Syrians and Palestinians from Syria in 2014 as part of the special operations meant new accommodation had to be identified across the entire country. Then, as part of the European relocation programme announced in July 2015, France saw significant support from local politicians and social actors to offer accommodation in September 2015. However, the arrival of the first relocated persons took some time, while the resettlement phenomenon was accelerated. The French authorities thus decided initially to accommodate resettled persons in housing originally set aside for relocated persons. Thus, the DIHAL opened up its housing stock to refugees and resettled persons. As France’s commitments grow, the system is being restructured, with the desire to create a dedicated platform to identify accommodation for this group.

The circular of 9 February 2016 relating to access to vacant housing managed by the national refugee accommodation platform led by DIHAL introduced an element of flexibility by enabling housing which was not used as part of the relocation programme to be used for resettled persons.

In May 2016, a new call for projects was thus launched as part of the refugee resettlement programme by the DGEF of the Ministry of the Interior and DIHAL.

Generally speaking, resettled persons are distributed across the country according to the availability of housing, the regions where operator networks were traditionally based, and the profile of the households. The decision to settle a family in a region depends on the availability not only of housing but also of support. This distribution currently takes place as part of concerted discussions between the Directorate for Asylum of DGEF, the Prefect responsible for coordinating the reception of Syrian refugees (Jean-Jacques Brot), DIHAL and operators responsible for housing and integration. To some extent, people’s desire to be housed in a certain location may also be taken into account, exclusively on the basis of family relationships and if suitable accommodation is available. It is difficult to anticipate geographical distribution insofar as the allocation is done on a case-by-case basis by seeking primarily a match between available accommodation and families’ needs.

Resettled persons, particularly in the context of the special operation and the EU-Turkey agreement, have increasingly significant medical needs. Thus, if one or more members of the family present one or more serious diseases, it is appropriate to accommodate them close to appropriate hospital facilities and, if necessary, in housing which is adapted to his or her disability.

59 Information INTV1604011J of 9 February 2016 relating to access to vacant housing managed by the national refugee accommodation platform, led by DIHAL.
60 Ibid.
Moreover, the authorities consider that it is important to work with groups which are not too big (generally a group includes 35 people per commune) to enable local stakeholders to receive them, monitor them effectively and try to spread them throughout the whole area. If housing is available in a geographical area which can receive the entire group, the authorities try to take into account the presence of families who are already settled. Reunifying families enables better local integration. However, it is not possible to divide the group and isolate one person on the pretext that members of the family live elsewhere in France if accommodation and appropriate monitoring cannot be offered on-site.

Q16b. Who decides on geographical distribution and how does it work in practice?

In terms of the permanent resettlement programme, the Directorate for Asylum is in direct contact with operators to find accommodation for specific people prior to their arrival and thus to take decisions on geographical distribution.

In the case of special operations to receive asylum seekers, a coordinating prefect (Jean-Jacques Brot) was appointed to oversee the geographical distribution of these individuals.

As part of the new EU-Turkey agreement, the national reception scheme is currently being reworked. To date, the geographical distribution of resettled persons is based on the network of operators and the significance of the local partnership which has been established. Some operators have thus been able to make housing available from partners which had been set aside for asylum seekers (e.g. the Accelair programme by Forum Réfugiés).

However, the process of identifying accommodation, as described above, is accelerating. Anticipated volumes mean the system needs to be streamlined, and the Directorate for Asylum can no longer be solely responsible for matching up families and accommodation.

An information note dated 23 May 2016 was addressed to regional and departmental prefects in order to present the framework for the reception of resettled refugees. It sets out the two pathways selected to revitalise the process of searching for housing and clarifying how these people are received and directed towards accommodation.

It consists of regional prefects calling upon all actors who could contribute to receiving refugees and turning to national voluntary sector operators as part of a national call for projects.

The plans states that the DGEF manages the overarching scheme of these European programmes and that DIHAL coordinates the work of operators in terms of directing individuals towards accommodation.

DIHAL is also responsible for managing the national refugee accommodation platform and presents additional housing opportunities to refugees (not only resettled persons).

National voluntary sector operators are also responsible for providing social support to resettled persons.

61 Information note relating to implementation of resettlement operations for Syrian refugees and identifying the accommodation required for this procedure, jointly drafted by the Minister of the Interior and the Minister for Sustainable Homes and Housing.
Within this scheme, the coordinating prefect retains his position and also works closely with DIHAL and the operators by enabling them to ‘facilitate the search for housing and guarantee the best possible reception.’ These actors are responsible for finding housing for families and also for directing them across the region according to available capacities and the needs of the resettled persons.

Finally, each regional prefect will be responsible for defining the ways in which the policy is rolled out regionally, relying upon departmental coordinators of the migration plan, and for communicating the list of available housing to the national refugee accommodation platform.

For national operators, a national call for projects was launched in May 2016 by DGEF and DIHAL. These operators will sign an agreement with DGEF as part of the AMIF funding.

This call for projects aims to find operators in the country who are capable of identifying appropriate housing to meet people’s needs, transporting refugees from their point of arrival in France to their accommodation and providing overarching support to these beneficiaries.

This system stresses the importance of covering the entire metropolitan territory and will enable DIHAL to monitor the even distribution of housing across regions.

Q17a. Please indicate which types of accommodation are available to resettled persons or admitted under humanitarian admission upon arrival, and how accommodation is arranged in France by indicating the maximum duration and who provides the accommodation.

Regardless of the type of programme, all resettled persons must have direct access to accommodation. Temporary accommodation is, therefore, not encouraged and are only used in emergency situations. The beneficiaries of this scheme are received in France through a specific programme applicable to them. Families are helped to reach a situation of autonomy, thus facilitating their integration into the host society. This support includes: access to social rights, support in all aspects of daily life, access to housing as well as towards employment or qualification.

For the permanent programme with the UNHCR, five operators have developed work to manage resettled persons as part of the permanent resettlement programme (Forum Réfugiés, Isard COS, FTDA, Adoma and l’Entraide Pierre Valdo). There are approximately 150 places specifically dedicated to beneficiaries of this scheme across the country.

In terms of humanitarian admission programmes, there has been an increase and diversification in the actors responsible for housing and supporting resettled persons, due to the predicted increase in volume. As a result, town halls and local associations are now working alongside traditional operators such as Forum Réfugiés, Coallia, Adoma and FTDA.

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62 Interview with Prefect Jean-Jacques Brot in May 2016.
63 Information note of 23 May 2016 relating to the implementation of operations to resettle Syrian refugees and mobilisation of the housing necessary for this.
64 Ibid.
66 In French, the term ‘logement’ is used for accommodation within resettlement and humanitarian admission programmes, rather than ‘hébergement’, which has connotations of being a temporary, short-term solution.
In addition, this increasingly concerns larger families. There is a need, therefore, to find apartments with one or two main rooms for single people, couples and small families, but also apartments with 4-6 main rooms for large families. Geographical distribution is strongly subject to these contextual elements. To date, housing has been identified on a highly empirical basis. There is now a desire to systematise this process in view of the increase in the number of people being received each month (around 500).\textsuperscript{67}

\textsuperscript{67} Interview with Prefect Jean-Jacques Brot in May 2016.
| Accommodation for resettled person(s) | Yes - always  
Yes - often  
Yes - seldom/rarely  
Not used | Maximum duration (months/permanent) | Who provides the accommodation? (e.g. government, NGOs, resettled person, religious institutions) | Further explanations |
|-------------------------------------|--------------------------------------|----------------------------------|---------------------------------------------------------------------------------|------------------|
| Accommodation in reception centres | Sometimes  
This type of accommodation is used as a temporary measure prior to entry into more permanent housing, particularly if the arrival was not anticipated or was urgent. | This period may last between a few days and up to one month for *Forum Réfugiés*, or two months in the case of FTDA. | The transit centres in question are managed by two operators: FTDA (transit centre at Créteil) and *Forum Réfugiés* (transit centre in Villeurbanne). The latter has also turned to provisional accommodation centres and reception centres for asylum seekers dedicated to refugee integration (CADA-IR). | This transition period is an opportunity for the FTDA to organise a medical examination and then to direct the individual towards the network for integrating resettled persons. |
| Accommodation in temporary shelter/housing (tent, converted buildings such as schools) | Not used | N/A | N/A |
| Accommodation for resettled person(s) | Yes - always  
Yes - often  
Yes - seldom/rarely  
Not used | Maximum duration  
(months/permanent) | Who provides the accommodation? (e.g. government, NGOs, resettled person, religious institutions) | Further explanations |
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Accommodation in social/council housing</td>
<td>This type of accommodation is used in an uneven way by different operators.</td>
<td>This housing is made available in the long term as part of the <strong>sliding rental agreement</strong>(^{68}). The operators’ aim is to ensure that the lease is transferred to the resettled persons over <strong>12 to 18 months</strong> following the arrival of the resettled household.</td>
<td>This accommodation is managed by social landlords, local authorities or voluntary sector networks e.g. the FTDA’s network for integration of resettled persons (<strong>Réseau pour l’Intégration des Réinstallés</strong>).</td>
<td>Adoma and <em>Forum Réfugiés</em> <strong>always</strong> use it, while FTDA states that it <strong>often</strong> uses it and Coallia <strong>sometimes</strong>.</td>
</tr>
<tr>
<td>Accommodation in hotels or other types of housing (formerly) foreseen for tourists</td>
<td>Not used</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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\(^{68}\) ‘bail glissant’ in French
<table>
<thead>
<tr>
<th>Accommodation for resettled person(s)</th>
<th>Maximum duration (months/permanent)</th>
<th>Who provides the accommodation? (e.g. government, NGOs, resettled person, religious institutions)</th>
<th>Further explanations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes - always</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes - often</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes - seldom/rarely</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Not used</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Accommodation in regular/private housing</td>
<td></td>
<td>This housing is made available in the long term as part of the <strong>sliding rental agreement</strong>. The operators’ aim is to ensure that the lease is transferred to the resettled persons over <strong>12 to 18 months</strong> following the arrival of the resettled household.</td>
<td>FTDA often uses it with its network for integration of resettled persons <em>(Réseau pour l’Intégration des Réinstallés)</em>. <strong>Coallia</strong> always uses it through social landlords and, more rarely private owners. <strong>Forum Réfugiés</strong> has not yet used it. However, these types of accommodation have been used as part of the Accelair programme. They have not yet been used for resettled persons who need highly responsive solutions and who arrive on a regular basis. In order to respond to predicted volumes of resettled persons, the authorities plan on turning to the use of private housing stock for social housing⁶⁹. In order to receive AMIF funding, operators’ projects must include a significant part of their range in the private sector.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

⁶⁹ called ‘**intermédiation locative**’ in French
| Accommodation for resettled person(s) | Yes - always  
Yes - often  
Yes - seldom/rarely  
Not used | Maximum duration (months/permanent) | Who provides the accommodation? (e.g. government, NGOs, resettled person, religious institutions) | Further explanations |
|---|---|---|---|---|
| Operators’ social residences | Yes - always  
Two operators have used social residences from their own stock. This housing is used on a temporary basis and is principally designed for single people. | These social residences fall into temporary accommodation. | Adoma and Coallia housing stock. | For Adoma, the objective is to be able to rehouse these people in the traditional social housing sector or private sector within two years. |
| Social housing | Yes | A collective departmental allocation agreement is signed every three years between the national and local authorities (prefecture, department, Greater Lyon), social landlords and housing operators in the Rhône. | Forum Réfugiés rents and furnishes these apartments prior to the arrival of the families. 200 homes are thus reserved for the association’s target group. |
Q17b. Is a resettled/admitted person allowed to freely move elsewhere within France after his/her arrival or once accommodation has been allocated?

As soon as they have been issued with a residence permit (whether in the form of a receipt or a residence permit), the individual can move freely in France. In the event of an identity check, this document proves their right to stay and their status in France.

Q17c. Is a resettled/admitted person allowed to freely move to another Member State once housing has been allocated?

If the individual has received protection and wishes to travel outside France, they may obtain a travel permit which will be issued by the Prefecture of their domicile.

If the individual is a refugee, they will receive a refugee travel permit which is valid for two years.
If the individual is a beneficiary of subsidiary protection, they receive an identity document and travel permit which is valid for one year.

These travel permits do not allow them to go back to their country of origin. However, in absolutely exceptional circumstances (death or serious illness of a loved one, for example), the individual may, by requesting at the Prefecture, obtain a safe-passage of a maximum duration of three months, to go back to their country of origin.

Q18. Please indicate in the table below which integration measures are available specifically to persons admitted under resettlement and/or humanitarian admission, and who provides them.

The integration measures for resettled persons are identical to those covering people who have obtained refugee status after having made a standard application for asylum, with the exception of direct access to housing and a CAI.

In terms of the conditions for accessing the labour market, this point was covered in the 4th targeted EMN study in 2015 ‘Labour market integration of beneficiaries of international protection: policy and good practice’.

Other measures are set out in the table below.

<table>
<thead>
<tr>
<th>Service or measure</th>
<th>Available (Yes/No)</th>
<th>Who provides the service?</th>
<th>For how long is it available?</th>
<th>Please explain the type of service available and how it works in practice</th>
<th>Are these services different than for other persons granted refugee status (not under resettlement)?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Weekly or monthly allowance (please)</td>
<td>NO</td>
<td></td>
<td></td>
<td></td>
<td>NO</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Service or measure</th>
<th>Available (Yes/No)</th>
<th>Who provides the service?</th>
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<tbody>
<tr>
<td>Minimum income guarantees are services which fall under common law.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>In-kind support (food, clothing, transportation, furniture, housing supplies and other basic needs)</td>
<td>YES</td>
<td></td>
<td></td>
<td>YES</td>
<td>YES</td>
</tr>
<tr>
<td>Initial medical check-up (including screening, vaccinations)</td>
<td>YES</td>
<td>OFII</td>
<td>For the signature of CAI</td>
<td></td>
<td>NO</td>
</tr>
<tr>
<td>Full access to healthcare (for specialised care, etc.)</td>
<td>NO</td>
<td></td>
<td></td>
<td>These are common law services.</td>
<td>NO</td>
</tr>
<tr>
<td>Access to specialised services for survivors of violence and victims of torture, women or girls at risk, children at risk, refugees with disabilities, elderly, persons not likely to enter the labour force (including counsellors, psychologists, mental health checks, etc.)</td>
<td>NO</td>
<td></td>
<td></td>
<td>These are common law services.</td>
<td>NO</td>
</tr>
</tbody>
</table>
**Education support** (a) school registration for children, (b) recognition of qualifications

<table>
<thead>
<tr>
<th></th>
<th>a) NO Common law services</th>
<th>b) YES</th>
<th>c) ENIC-NARIC71</th>
<th>NO</th>
</tr>
</thead>
</table>

**Social support** (family reunification, legal support, advocacy and community outreach)

YES, social support for one year is included as part of AMIF projects. YES

**Availability of interpreters/translation for reception and orientation sessions and appointments with service providers**

YES | OFII and voluntary organisations | During the CAI sessions | NO

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Q19a. What funding is made available specifically for resettlement or humanitarian admission, to whom is it made available, and how is this allocated?

In view of changes in the international context, the French government has had to invest significant resources to absorb the flows of resettled persons in France, raising the question of the proportionality of European funding in relation to new organisational resources put into place by the government.

**Funding of national credits from the resettlement programme as part of the Framework Agreement signed with the UNHCR in 2008.**

Programmes devoted to this mechanism include work to promote the accommodation of resettled persons combined with overarching support to access to long-term housing and/or professional training and employment.

The main financial support for the creation of this programme is set out in Regulation No. 516/2014 of the European Parliament and the Council of 16 April 2014 establishing the Asylum, Migration and Integration Funds, for which the General Directorate for Foreigners in France has been appointed the responsible authority. Management of resettled persons is funded by fixed credits, the amount of which is set by the European Parliament and Council. These standard European credits thus fund agreements signed by the General Directorate for Foreigners in France, represented by its Asylum Directorate, and cover the implementation of resettlement programmes in France with each of its partners. In particular, these agreements aim at covering the costs incurred by State services prior to departure and the costs incurred by operators in terms of accommodation and post-reception support of resettled persons. These credits are made available as part of actions to benefit resettled persons.

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72 By letter from the Prime Minister, 24 July 2015.
Social support for resettled persons is funded for a maximum period of one year and subsequently returns to common law:
- Either principally for national operators selected in line with the call for projects mentioned above (c.f. Q16b) by European credits (AMIF);
- or alternatively, for support bodies used on the local level by national credits (programme 177).

Q19b. Please indicate the annual funding available for resettlement or humanitarian admission (only resettlement activities until the arrival in France, not including the budget/funding for after-arrival services).

<table>
<thead>
<tr>
<th>Year</th>
<th>Budget for resettlement (AMIF)</th>
<th>What does it include?</th>
</tr>
</thead>
<tbody>
<tr>
<td>2011</td>
<td>€124,000</td>
<td>On-site missions, transport and services prior to departure, medical visits, cultural orientation sessions prior to departure for resettled persons.</td>
</tr>
<tr>
<td>2012</td>
<td>€116,000</td>
<td></td>
</tr>
<tr>
<td>2013</td>
<td>€304,000</td>
<td></td>
</tr>
<tr>
<td>2014</td>
<td>€797,312.65</td>
<td></td>
</tr>
<tr>
<td>2015</td>
<td>€797,312.65</td>
<td></td>
</tr>
<tr>
<td>2016</td>
<td>Not available</td>
<td></td>
</tr>
</tbody>
</table>

Q20a. To what extent is information and cultural orientation provided to resettled persons/admitted under humanitarian admission upon arrival? To what extent is the information and orientation provided under resettlement and humanitarian admission different from the one provided to other persons granted international protection by France?

The information communicated to resettled persons prior to their arrival in France through information leaflets and training on cultural orientation (drafted in English) is specific to this group and is distributed to everyone. However, for Syrians, an adapted version drafted in Arabic is distributed.

Upon arrival in France, beneficiaries receive information as part of the CAI with OFII and as part of support programmes implemented by the various operators. The information contained in the CAI is identical to that communicated to beneficiaries of international protection. Thus, the CAI covers in particular civil training on French values and French society as well as language classes.

The operators’ support services are also specific to this public, as it is important that the process of integration starts as early as possible.

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73 Programme operational budget
France terre d’asile has developed different mechanisms related to communication information to resettled persons upon arrival in France:74

- Teaching tools created as part of the European project ‘European Resettlement Network’ facilitate the reception process and set out the relevant rules within the system. This consists of a ‘Welcome kit for new arrivals’ which includes a welcome booklet, internal regulations, and the accommodation and support contract, translated into several languages.
- An accommodation logbook, translated into several languages;
- Group information upon entry into the project;
- Various thematic workshops including one on knowledge of France and its regions;
- Annual meetings between new arrivals and beneficiaries from the scheme so that they can talk about their experiences.

74 Questionnaire completed by France terre d’asile, May 2016.
<table>
<thead>
<tr>
<th>What information/cultural orientation is provided?</th>
<th>When is the information/cultural orientation provided?</th>
<th>Who provides the information/cultural orientation?</th>
<th>How is the information/cultural orientation provided?</th>
<th>Is the information/cultural orientation different from what is provided to other persons granted international protection (not under resettlement)?</th>
</tr>
</thead>
</table>
| Information relating to accommodation and support mechanisms | From the first day | Social workers (Coallia and FTDA) | • Through signature of the support contract (Coallia and FTDA)  
• Oral communication through an interpreter (FTDA) | Yes, through social support |
| Information relating to access to the asylum application and the residence permit | For the first two weeks | Social workers (FTDA), Prefectoral staff, La Poste (French postal service) | • Physical support, information and sending forms. | Yes, through social support |
| Orientation and support with common law services (Coallia, Adoma) and social rights (FTDA, Adoma) and for access to treatment (FTDA). | In the first few days (from issuance of BIP status for social rights) | Social workers, doctors, the nurse at the transit centre, hospital staff. | • Transmission of information, physical support, picking up applications, submitting applications.  
• Adoma: group sessions or as part of daily individual support | Yes, through social support |
<table>
<thead>
<tr>
<th>What information/cultural orientation is provided?</th>
<th>When is the information/cultural orientation provided?</th>
<th>Who provides the information/cultural orientation?</th>
<th>How is the information/cultural orientation provided?</th>
<th>Is the information/cultural orientation different from what is provided to other persons granted international protection (not under resettlement)?</th>
</tr>
</thead>
</table>
| Opening a bank account | Depends on the asylum application certificate being issued by the one-stop shop. | Social workers (FTDA and Adoma) and staff at La Poste | • Physical support, information and sending forms or applications.  
• Adoma: group sessions or as part of daily individual support | Partnership agreement with La Poste for resettled persons |
| Civil training (CAI) | In the months following signature of the contract | OFII as part of its integration work with first arrivals | • Information sessions (oral communication) | No |
| Information on geographical environment | From the first days | Social workers (Coallia) | • Oral communication and documentation | Yes, through social support |
| Other: | | | | |

*Forum Réfugiés*: organises cultural information sessions as part of the Accelair programme. However, for resettled persons, the organisation prefers individualised support. Information is thus regularly provided by the single point of contact as well as by volunteers who are used on locally scale to welcome resettled persons.
Q20b. How is the receiving community at local level prepared for the arrival of the resettled/admitted person(s) through the provision of information?

As part of the special operations (Programmes No. 2 and 3), prior to arrival, a steering committee is often organised by the coordinating prefect in the Prefecture of the host department. This brings together prefectural services, local representatives of social bodies, national education services, Pôle Emploi (French employment agency) and representatives of the local authority responsible for reception. The objective of this committee is to organise the logistics of arrival and to communicate information about the arrival date, the number of persons to be hosted and any specific issues. If need be, medical and/or hospital partners are also called upon to anticipate healthcare requirements. It is also an opportunity to plan meetings which people need to attend once they have arrived in France. Government and local authority services and operators may also inform the other partners about the arrival of families. Thus, as part of Programme No. 1, FTDA provides them with a presentation booklet of the European Resettlement Network.  

In terms of local communication, some mayors use the media. These remain, however, few and far between. Information sessions are preferred. Upon the arrival of families, some local politicians organise welcome ceremonies both to welcome the resettled persons and to communicate with the local community.  

Finally, an email presenting the beneficiaries is sent supporting the asylum procedure to the one-stop shop, OFII and OFPRA by DGEF.  

In addition, a departmental coordinator for the migration plan is appointed by the prefects in each department. They act as a local intermediary in terms of resettlement programmes. However, this network of coordinators has only met a few times to date. Given forthcoming arrivals, it should play an increasingly important role.

Q20c. How are government officials, municipalities, local NGOs, citizens and other people at local level informed/trained on how to deal with the arrival of resettled/admitted persons? Who provides and who receives this information/training, how is it provided and what qualification/background does the training staff have?

As part of Programmes No. 2 and 3 and upon the request of some local politicians, the prefect Jean-Jacques Brot has worked with local populations to meet representatives of voluntary organisations, local and/or departmental councillors in order to prepare for the arrival of families. This consists of educational work to explain what resettlement is and what the needs of families are. There is significant confusion on the local level between resettlement programmes, relocation programmes and standard asylum application procedures. Operators also use their networks and other charitable associations to support resettled persons with integration and to inform local populations.

75 Questionnaire completed by France Terre d’Asile, May 2016.  
76 Interview with Prefect Jean-Jacques Brot in May 2016.  
77 Interview with a representative of the Directorate for Asylum in DGEF within the Ministry of the Interior, May 2016.
Section 3: National legislation and policies on private sponsorship programmes

3.1. Does France currently have a private sponsorship programme for enabling resettlement of third country nationals? If yes, are they permanent programmes or rather ad-hoc?

France has not currently established a private sponsorship programme. However, in recent years, the Directorate for Asylum has worked with voluntary organisations and families in France to organise the arrival of Iraqi nationals.78 The scheme has not, however, been formalised as a private sponsorship programme.79

The Forum Réfugiés organisation also highlights the many requests it has from individuals wishing to welcome migrants.80 However, this solution is not currently encouraged by the organisation, which works to promote direct access to housing through the sliding rental agreement. On the other hand, it does help develop a network of volunteers who support resettled persons in their area and who try to overcome the isolation which they may face. This includes the organisation of cultural events, sporting events, etc.

3.2. Does France plan to set up/repeat a private sponsorship programme?

For the time being, there are no plans in this regard. However, the French authorities recognise81 that such a scheme may present many advantages, and may be positive particularly in terms of integrating resettled persons.82 For the time being, the French schemes continue to be managed by the authorities and a limited number of operators.

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78 As part of issuing asylum visas, which is not dealt with in this study.
79 Interview with a representative of the Directorate for Asylum within DGEF at the Ministry of the Interior, April 2016.
80 Interview with representatives of Forum Réfugiés, May 2016.
81 Interview with a representative of the Directorate for Asylum within DGEF at the Ministry of the Interior, April 2016.
82 Ibid.
Section 4: Evaluations - challenges and good practice

4.1: CHALLENGES AND OBSTACLES FOR THE DESIGN AND IMPLEMENTATION OF RESETTLEMENT AND HUMANITARIAN ADMISSION PROGRAMMES

4.1.1. Are you aware of any evaluations at national, regional or local level of resettlement programmes and/or humanitarian admission programmes in France from 2011? If so, what were the main findings?

Article 14 of the 2008 Framework Agreement signed with the UNHCR states that an assessment should take place during the third year, but this assessment has not yet been conducted by the relevant authorities. However, every year, the Directorate for Asylum, in collaboration with the UNHCR, drafts an annual report about application of the framework resettlement programme in France, mentioning statistics and applicable procedure. The main observation is that every year France has met its commitment to examine at least one hundred applications.

Moreover, a report was drafted by FTDA and Forum Réfugiés in 2015: ‘The resettlement of refugees in France: current situation and ways of improvement’. This report was drafted on the basis of information collated from all operators involved in the French resettlement programme: Adoma, the ‘Association de soutien de la Dordogne’ (ASD), l’Entraide Pierre Valdo, the association COS (as well as Forum Réfugiés and FTDA) as well as the Town Hall of Paris, the Town Hall of Jumilhac-le-Grand, the Ministry of the Interior, OFPRA, Icorn (International cities of refuge network) and ICMC (International Catholic Migration Commission).

It covers resettlement in France in 2013 and 2014 and identifies challenges and good practices in terms of resettlement (see below, points 4.1.2 and 4.2).

This report also identifies a certain number of difficulties which result from shortcomings, a lack of coordination or poor understanding of the schemes and target groups by public operators and relevant administrations.

FTDA has also published studies:

- on the Iraq 500 operation,
- on the results of the European Resettlement Project,
- as part of the joint funding of the project as part of the European Refugee Fund (2010 to 2013), the OdysGroup consultancy firm was responsible for conducting an educational assessment of the projects: the 2013 assessment highlighted good practices in particular.

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83 http://resettlement.eu/sites/icmc.ttp.eu/files/Rapport%20SHARE%20r%28r%29%2C%2AEinstallation_EN_0.pdf
This report was drafted as part of the European project ‘SHARE II - Building a European Resettlement Network for Cities and Regions’ coordinated by the International Catholic Migration Commission and jointly funded by the European Union.

Recommendations by FTDA and Forum Réfugiés in the Share Report

- Develop and facilitate support initiatives such as sponsorship;
- Transform the information booklet into a support booklet which can be used both before and after departure and during the early days in France;
- Use additional information methods through videos, for example. This recommendation is in response to the observation made by organisations that some beneficiaries were illiterate;
- Improve the information provided to staff in social services bodies and local authorities, perhaps even drafting a guide specifically for them;
- Conduct a systematic and complete assessment of the resettlement programme with all the actors involved (on the initiative of the Ministry of the Interior);
- Increase participation by the French authorities in European and international discussions on resettlement and support the various actors involved.

It should be noted that some recommendations which emerged from this report are now incorporated into the special operations and the EU-Turkey agreement. FTDA and Forum Réfugiés called for OFPRA to be involved in the selection process, which is the case for Programmes 2 and 3. These organisations also want the needs and profiles of beneficiaries to be taken into account when offering accommodation. This is also the case for all the programmes.

Moreover, as part of the European Refugee Fund, the Ministry of the Interior sends a questionnaire each year to operators. This enables them to report any problems they have encountered in terms of implementation of the resettlement programmes.  

Through the questionnaire, therefore, Adoma reported the following observations:

- arrivals are insufficiently grouped, which complicates the logistics of reception and has an impact on the budget due to the fact that accommodation is mobilised ahead of schedule;
- an increase in the number of health problems which require significant and specialised treatment and hence medical equipment being made available locally and information being shared beforehand to plan appropriate treatment and housing;
- the maximum volume of 200 hours of French classes set out in the CAI contract does not enable a sufficient grasp of the language and delays labour market integration and access to training opportunities or employment;
- specific difficulties of young people under the age of 25 (problems of resources and hence integration through accommodation);
- the desire of resettled persons not to remain in the original host region to move closer to family/community groups.

The most recent programmes, from July 2015 and March 2016, have not been evaluated to date.

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85 Questionnaire completed by Adoma, May 2016.
4.1.2. In France, have any practical challenges/obstacles related to designing, implementing and running resettlement/humanitarian admission programmes been identified?

During the various discussions with actors responsible for the various stages of the programmes, several challenges have been identified:

<table>
<thead>
<tr>
<th>Phase</th>
<th>Challenges</th>
</tr>
</thead>
</table>
| Pre-departure and departure (including identification and selection) | • The **communication of information for selected persons** as part of the resettlement programmes through cultural orientation training or information guides does provide enough information or the right information about the travel and reception conditions in France.\(^{86}\) This creates misunderstandings or frustration for families who often discover the conditions for reception and accommodation upon their arrival in France.  
  • **The length of the selection process and timetable for organising departure** after the person has been informed that they have been selected is often criticised by the resettled persons.\(^ {87}\) |
| | • According to certain operators,\(^ {88}\) the conditions for implementing asylum reform,\(^ {89}\) with the issuance of an asylum application certificate while awaiting the decision from OFPRA, have increased the time it takes to **be eligible for social rights** and, consequently, may delay integration.  
  • **The expected volume of resettled persons and the simultaneous arrival of several families** represent challenges for the operators in terms of managing the availability of accommodation which is appropriate to families’ needs and ensuring a personalised welcome.\(^ {90}\) New human, financial and logistical resources need to be put into place.  
  • The arrival of many families presenting **significant medical conditions** means that operators need to have good information beforehand and that the medical records are sent to the right people so that the condition can be treated as soon as possible.\(^ {91}\) |
| | • **Forward planning of arrivals and the needs of resettled people** (date of arrival, number of members in a family, etc.), combined with better coordination among actors and distribution of their respective responsibilities enabling them to respond to the challenge of the number of resettled persons expected in France.\(^ {92}\) |

\(^{86}\) Questionnaires completed by Adoma and Forum Réfugiés, May 2016.
\(^{87}\) Interviews with representatives of UNHCR and the IOM and questionnaire completed by France Terre d’Asile, May/June 2016.
\(^{88}\) Questionnaires completed by France terre d’asile and Forum Réfugiés, May 2016.
\(^{89}\) Law of 29 July 2015 which aims to simplify asylum application procedures and to reduce processing timescales.
\(^{90}\) Interview with a representative of the Directorate for Asylum in DGEF within the Ministry of the Interior, and Forum Réfugiés, April/May 2016.
\(^{91}\) Interview with representatives of the IOM and questionnaires completed by FTDA and Adoma, May 2016.
\(^{92}\) Interviews with representatives of Forum Réfugiés and the IOM and questionnaire completed by France terre d’asile, May 2016.
• **Integration of this group is currently limited** to around 10 to 15% of people entering the labour market due to a poor grasp of the French language and the physical and psychological traumas they have experienced.

4.2: **GOOD PRACTICES CONCERNING RESETTLEMENT AND HUMANITARIAN ADMISSION PROGRAMMES**

i) Development of coordination schemes

The ad hoc programme to welcome Syrians is a good example of successful coordination. The coordination led by the Prefect appointed to do so appears to have been effective. The Prefect brings together steering committees involving local stakeholders, public authorities and the operators. 93

A prefect, Kléber Arhoul, was appointed as national coordinator for the reception of refugees, responsible for ‘facilitating permanent coordination between the State and politicians (...) in order to organise the reception of persons in need of protection arriving in France’. Another of his roles is to ‘call upon other actors (...) in close relationship with the relevant administrations’. His role is complementary to that of the Prefect responsible for coordinating work for the reception of Syrian refugees. He is also responsible for regular meetings between departmental coordinators and for acting as a point of contact between local authorities, the voluntary sector, the Ministry of the Interior and other Ministries.

**A prefect responsible for coordinating the reception of Syrian refugees**

Since April 2015, the Prefect Jean-Jacques Brot has been responsible for coordinating the reception of Syrian refugees. Initially devoted to the ‘500 programme’ as part of the special operation, his mission has recently been extended to the reception of resettled persons under the EU-Turkey agreement.

His role is to facilitate and intervene through his personal and professional networks.

He also plays the role of facilitator and mediator and supports local politicians. He has contributed to the establishment of a high quality system by creating relationships of trust with local politicians and prefects.

He has been highly committed to his role and has visited 40 departments in 15 months, creating links with lessors, prefects and local politicians, creating new, personalised networks.

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93 Biannual study, FTDA.
94 Engagement letter from the Prime Minister, 12 September 2015
http://www.correze.gouv.fr/content/download/12085/90748/file/Lettre%20de%20mission%20de%20K%20ARH
OUL.pdf (in French).
95 Engagement letter from the Prime Minister, 2 April 2015
In addition, he has strengthened interministerial coordination in order to respond to the challenges of receiving resettled persons. Although the Directorate for Asylum manages the resettlement programmes, the Ministry for Housing as well as the Ministry for Social Affairs and Health and, by extension, those responsible for education, access to rights and employment are also involved. For the time-being, the most successful coordination has been in terms of the availability of housing.

This is illustrated through DIHAL’s resettlement work. Its role is likely to grow as part of the administrative re-organisation of Programmes No. 2 and 3. Although under the auspices of the Prime Minister, the delegation is operationally connected to the Ministry for Housing and Employment, as part of the migration hub, in close collaboration with the Directorate for Asylum in the Ministry of the Interior.

Another initiative may be identified as good practice in terms of coordination on the national and local scale. A national coordinator has been appointed with the National family allowances fund (CNAF – Caisse nationale d’allocations familiales). The operators have welcomed this initiative which has facilitated dialogue at the point at which the resettled person becomes eligible for rights, in order to promote better understanding of the target audience with the administrative authorities.96

ii) Effective management upon arrival in France

Resettled persons are met at Charles de Gaulle airport in Paris by the IOM and operators who then accompany them on the next part of their journey. This mechanism is the same for all the programmes. The presence of operators upon arrival at the airport is increasingly common97 and is welcomed by the IOM. It reassures the resettled persons and means the single-point-of-contact can manage the resettled persons from the point of arrival onwards. Prior to arriving in France, most resettled people believe they are going to be resettled in Paris. It is therefore necessary to explain to them why they need to take a train or another plane to be resettled in another region.

iii) Organisation of field missions by OFPRA.

The field missions conducted in the country of first asylum as part of the special operations allow candidates to be selected who are in most pressing need. This also enables them to better plan for arrivals and to rapidly issue the protection status and corresponding residence permit as soon as possible after arrival in France. Preparation for receiving beneficiaries thus takes place before their arrival and involves several actors.

These missions have enabled good relationships to be created with the UNHCR in the countries (Lebanon, Egypt, Jordan and Turkey) and to accelerate the procedures as part of Programmes No. 2 and 3. However, it is also important to maintain the ‘dossier-based’ programmes in order to respond to the UNHCR’s need for flexibility in geographical areas where it is not possible to organise field missions.

iv) Direct access to housing to encourage integration

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97 Interview with representatives of the IOM, May 2016.
Direct access to housing, which is the main characteristic of resettlement in France, is implemented by all operators involved in these programmes, notably through the sliding rental agreement. This consists of a rental practice which aims to help resettled people move towards autonomous accommodation. The transitory phase between the status of sub-lettor and that of lettor is on average 12 months. This assumes that the operator has identified accommodation for which the rent corresponds to the expected revenue in the short term of the resettled household. Additional support is also in place to facilitate transition.

The main aim of this mechanism is to encourage the autonomy and rapid integration of resettled persons.

v) Schemes established by operators

The operators have developed specific schemes for resettled persons. Several good practices have emerged.

The ‘Welcome, Integration and Resettlement’ programme by Forum Réfugiés

The Forum Réfugiés association is historically based in the Rhône Alpes region. In 2011, it designed a welcome and integration scheme for resettled people as part of the 2008 permanent resettlement programme initiative with the UNHCR. Every year, it welcomes 12 families, i.e. around 35-40 people. This scheme was recently complemented by work in a rural region, Montrottier, which received seven households.

This scheme operates according to the same system regardless of the programme. In addition to direct access to housing through the sliding rental agreement, the operator offers additional support to resettled persons for 12 months. Each family is received and supported in their integration by a single point of contact. The use of a single point of contact builds up a relationship of trust. Upon arrival, the association provides the resettled family with a welcome kit (mobile phone, food, sanitary supplies, etc.). There is particularly strong support during the first few weeks in France. The single point of contact helps families with their legal and administrative formalities. This consists notably of facilitating eligibility for rights. The single point of contact also aims to encourage a feeling of belonging among families in relation to their accommodation and the area in which they have been resettled. To do so, the organisation uses a network of volunteers to create social links on the local scale. Finally, the single point of contact may work with adults on their career plans and, where appropriate, direct them to necessary training and/or partner resources.

This mechanism appears to have had very positive results and a new, temporary operation should be launched shortly in the Ardèche department.

In addition to the work of professional operators, it has also been important to encourage initiatives led by volunteers on the ground, combining the work of professional operators and volunteers to provide high quality professional support and day-to-day monitoring of these families. This has been seen in a number of locations. The local community and organisations get together before and after the arrival of resettled persons, which encourages integration into the host community. Moreover, these initiatives have been seen to be very complementary to the support work carried out by the traditional operators.

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98 Interview with a representative of Forum Réfugiés, May 2016
99 Interview with Prefect Jean-Jacques Brot in May 2016.
In this regard, Coallia has developed a partnership with an accommodation centre for dependent elderly persons (EHPAD) ‘for intergenerational work to accept difference, promote understanding and acceptance of others through an exchange of knowledge’.\textsuperscript{100}

The FTDA integration services are authorised in the departments of Paris and Essonne to ensure eligibility for rights such as the active solidarity income (RSA), the solidarity allowance for the elderly (ASPA), etc.\textsuperscript{101} which enables them to help resettled persons to rapidly acquire a certain amount of autonomy and to accelerate their integration into French society.

\textsuperscript{100} Questionnaire completed by Coallia, May 2016.
\textsuperscript{101} Questionnaire completed by France terre d’asile, May 2016.
Section 5: Conclusions

Resettlement is a process which is becoming increasingly significant in France. Between 2008 and the start of 2016, the process has greatly evolved, as have the needs of the resettled people.

Thus, changes in the process (increase in number of applicants, the urgency of situations, European and international solidarity), the increase in the number of stakeholders and funds involved as well as the needs of the resettled persons have resulted in several challenges.

In order to meet these challenges, France has already developed new practices such as OFPRA’s field missions, and has encouraged close collaboration between stakeholders (with better communication, involvement of national actors beforehand, and coordination programmes).

However, the strong local involvement to welcome resettled persons should be noted, in terms of local authorities, local voluntary organisations and residents.

France has also announced that by the end of 2016, it will set aside 279 million euros for reception and accommodation, aid to communes and recruitment of staff for OFII and OFPRA. These amounts cover both resettled and relocated people.

Moreover, discussions are also underway to:

- improve the information provided to resettled persons before departure: the Directorate for Asylum is currently considering improving the cultural orientation sessions and updating the information booklet targeting resettled persons;
- identify accommodation in line with the expected volumes of resettled persons by creating a dedicated platform which will coordinate all operators;
- share good practice among the various mechanisms.

When designing the new mechanisms, the authorities and the various stakeholders concerned have taken into account the difficulties of the permanent programme in order to propose more efficient and faster solutions. Similarly, with sights set on the long-term, discussions are taking place to identify to what extent the tools created as part of the ad-hoc programmes (or relocation programmes) could be used for the permanent programme.

France thus demonstrates its commitment to the principle of solidarity through these resettlement programmes which aim to allow for a more equitable sharing of responsibility towards helping refugees.

The European dimension of the resettlement programmes remains another major challenge which France faces, alongside other European countries. Within the first month of implementing the EU-Turkey agreement, France thus examined more than 300 applications from Syrian national refugees in Turkey, with a view to their resettlement in France. The EU-Turkey agreement is highly innovative in terms of how it is applied and the number of people involved. New practices have been suggested and actors work in an increasingly

103 Interview with representatives of the IOM and the Directorate for Asylum in DGEF within the Ministry of the Interior, May 2016
concerted way to respond to the administrative challenges posed by such an agreement and the challenges of interministerial management and guidance required for the smooth operation of such a mechanism.

It is still too early to anticipate the results of the European resettlement programmes. However, it mustn’t be overlooked that resettlement takes place within a larger context where France also has to handle a significant number of asylum seekers and manage the reception of nearly 20,000 relocated people.

The success of these mechanisms thus involves good coordination of stakeholders, an anticipation of needs as well as mobilisation of financial, human and logistical resources.
Please note that this agreement only exists in French.
Article 7. Exercice du droit de référé de l'ordonnance de référé

La procédure d’exercice du droit de référé de l’ordonnance de référé est la suivante:

1. L’ordonnance est faite par le juge, ou le juge-commissaire, ou le juge-commissaire-conseiller.
2. L'ordonnance est faite par le juge, ou le juge-commissaire, ou le juge-commissaire-conseiller.

Article 8. Proclamation et délivrance de l'ordonnance de référé

La proclamation et délivrance de l'ordonnance de référé sont faits par le juge, ou le juge-commissaire, ou le juge-commissaire-conseiller.
ANNEX 2: STATISTICS

Statistics on resettlement available on Eurostat will be used for the synthesis report. However, for humanitarian admission programmes, no such data is available. For those Member States that have such programmes, data would need to be collected at national level.

Table: National statistics

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Year</th>
<th>Source</th>
<th>Method used to reach the estimates, as well as any caveats as to their likely accuracy</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total number of persons resettled under the resettlement/humanitarian admission programmes (where possibly disaggregated by sex, age, citizenship and transit country)</td>
<td>2011 (total) = 55</td>
<td>Directorate for Asylum/DGEF, Ministry of the Interior</td>
<td>This includes the people who actually arrived each year. Indeed there is a date shift between the date where the files are approved and the official arrival date in France.</td>
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</tbody>
</table>

¹⁰⁵ Disaggregation is not available for Programme No. 1/ disaggregation by sex and age is not available for Programme No. 2.
¹⁰⁶ In 2014, 247 people were accepted as part of this programme and 132 people arrived in France over the course of the year.
¹⁰⁷ In 2015, 205 people were accepted as part of this programme and 123 people arrived in France over the course of the year.
¹⁰⁸ In 2014, 506 people were accepted as part of this programme and 300 people arrived in France over the course of the year.
¹⁰⁹ In 2015, 640 people were accepted as part of this programme and 643 people arrived in France over the course of the year.
<table>
<thead>
<tr>
<th>Total number of resettled persons by transit country - only for Programme No. 2</th>
<th>2011 (total)</th>
<th>2012 (total)</th>
<th>2013 (total)</th>
<th>2014 (total)</th>
<th>2015 (total)</th>
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<td>Lebanon</td>
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<td>189</td>
<td>205</td>
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<td>Directorate for Asylum/DGEF, Ministry of the Interior</td>
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<td>Jordan</td>
<td>N/A</td>
<td>60</td>
<td>376</td>
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<tr>
<td>Egypt / other countries</td>
<td>N/A</td>
<td>51</td>
<td>62</td>
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</tbody>
</table>

Total number of resettled persons as part of private sponsorship programmes | N/A |  |  |  |  |  |
ANNEX 3: LIST OF PEOPLE INTERVIEWED OR HAVING CONTRIBUTED TO THE STUDY

Interviews and questionnaires were carried out between April and June 2016 by Ophélie Tardieu (coordinator of the French EMN contact point), Christelle Caporali-Petit and Anne-Cécile Jarasse (EMN policy officer) and Johanna Robion (EMN intern).

List of interviews conducted

General Directorate for Foreigners in France (Direction Générale des Étrangers en France) within the Ministry of the Interior

- Directorate for Asylum
  - Séverine Origny-Fleishman – Deputy head of department (Department for Asylum right and Protection)
  - Cécile Guilhem – Project manager for operations to receive asylum seekers and refugees
  - Sandrine Cordeiro – Deputy head of the external dimension section (Department for Asylum Law and Protection)

- Prefect Jean-Jacques Brot, responsible for coordinating the reception of Syrian refugees

UNHCR:

- Dia Jacques Gondo, Principal Administrator responsible for Protection
- Roberta Buhagiar, Senior Protection Associate
- Florence Boreil, Protection Associate
- Caroline Laly-Chevalier, Legal advisor, responsible for liaison between OFPRA and the CNDA (National Court for Right of Asylum)

IOM

- Sara Abbas, Director of IOM in Paris
- Emma Proust – Project assistant

List of questionnaires returned

General Directorate for Foreigners in France (Direction Générale des Étrangers en France) within the Ministry of the Interior

- Directorate for Asylum
  - Yildiz Atis – Mission Head of the European Funds (European Refugee Fund / ERF – AMIF) - Department for Refugees and the Reception of Asylum Seekers
o Véronique Lalanne – Manager of the Refugee Integration section (Department for Refugees and the Reception of Asylum Seekers)

French Office for Immigration and Integration (OFII), Directorate for Immigration, Return and Reintegreation of Foreigners (DIRRÉ)

- Ingrid Normand, Director for Immigration, Return and Reintegration of Foreigners
- Valérie Gilton, Director of Reception and Integration

French Office for the Protection of Refugees and Stateless Persons (OFPRA):

- Mourad Derbak – Chief of the Europe Division/ Maria Casarès

Forum réfugiés-Cosi

- Jean-Baptiste Willaume – Deputy Director of Integration

FTDA

- Fatiha Mlati, Director for Integration

COALLIA

- Djamel Cheridi – Director for Accommodation and Supported Housing

ADOMA

- Sandrine Lesecq, DCM - Directorate for Accommodation, Head of Department
- Nadine Paolantonacci, DCM - Directorate for Accommodation, Head of Research and Development
ANNEX 4: BIBLIOGRAPHY

1. Texts, reports and studies

- Les cahiers du social No. 27, La réinstallation des réfugiés : bonnes pratiques et propositions pour favoriser l’intégration, Observatoire de l’Intégration des Réfugiés, January 2011
- Les cahiers du social No. 25, Quel avenir pour les réfugiés irakiens en France? Observatoire de l’Intégration des Réfugiés, février 2010
- La lettre de l’asile et de l’intégration No. 69, France Terre d’Asile, April 2015
- La lettre de l’asile et de l’intégration No. 70, France Terre d’Asile, April 2015
- La lettre de l’asile et de l’intégration No. 72, France Terre d’Asile, April 2015
- Information booked for resettled persons in France, Forum Réfugiés,
- The UNHCR resettlement handbook, UNHCR, 2011, [http://www.unhcr.org/46f7c0ee2.pdf](http://www.unhcr.org/46f7c0ee2.pdf)

2. Legal texts

2.1 – European and bilateral agreements

• Framework Agreement of 4 February 2008 signed with the UNHCR (Annex 1)

2.2 - France

• Codes

Civil Code

Code on Entry and Residence of Foreigners and Right of Asylum (Code de l’entrée et de séjour des étrangers et droit d'asile)

• Laws


• Decrees, orders, circulars and information

• Note from Prefect Dominique Blais, responsible for coordinating the reception of Syrian refugees, to regional and department prefects, dated 19 January 2015 on the reception of Syrian and Iraqi refugees.
• Information INTV1604011J of 9 February 2016 relating to access to vacant housing managed by the national refugee accommodation platform, led by DIHAL
• Circular INTV 1605195 J of 11 May 2016 relating to implementation of the family reunification procedure of stateless persons, refugees and beneficiaries of subsidiary protection following the law relating to the reform of asylum law
• Information note of 23 May 2016 relating to the implementation of operations to resettle Syrian refugees and mobilisation of the housing necessary for this.