

A National Plan to Respond to the Yemeni Crisis

Jacob Larocque-Graham: Assistant Secretary to the Cabinet, Social Development Policy, PCO

Kyle Fox: ADM, Innovation, Science and Economic Development, ISEC

Karen Robertson: ADM, Strategic Program and Policy Sector, IRCC

Stephanie Kronfli: ADM, Federal-Provincial Relations and Social Policy, Ministry of Finance



Issue

How to respond to the Yemen humanitarian crisis and UNHCR request

BACKGROUND

Crisis in Yemen



Government
of Canada

- Worst humanitarian crisis in the world
- 3.3 million displaced
 - Djibouti, Ethiopia, Sudan, Oman
- 20 million food insecure
 - 90% of food imported
- Peace talks in progress



UNHCR Request



Government
of Canada

Canada to take "largest share" of 75,000 refugees

UNHCR funding gap **\$163.2M**

Public Opinion



Government of Canada

HUMANITARIAN AND REFUGEE CLASS INTAKE

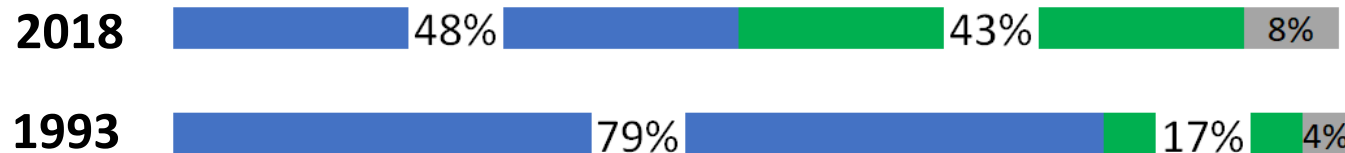
■ Too few ■ Too many ■ About right ■ Unsure



*August 2018, Angus Reid

REFUGEES ARE IMPOSING A STRAIN ON OUR WELFARE SYSTEM

■ Strongly or somewhat agree ■ Strongly or somewhat disagree ■ Unsure



*October 2018, Environics

Public support is high for immigration if:

1. Canadians feel that government has a control on who is being admitted into Canada
2. Canadians feel that refugees are integrating and adopting Canadian values
3. Canadians feel that the speed and numbers is reasonable

KEY CONSIDERATIONS

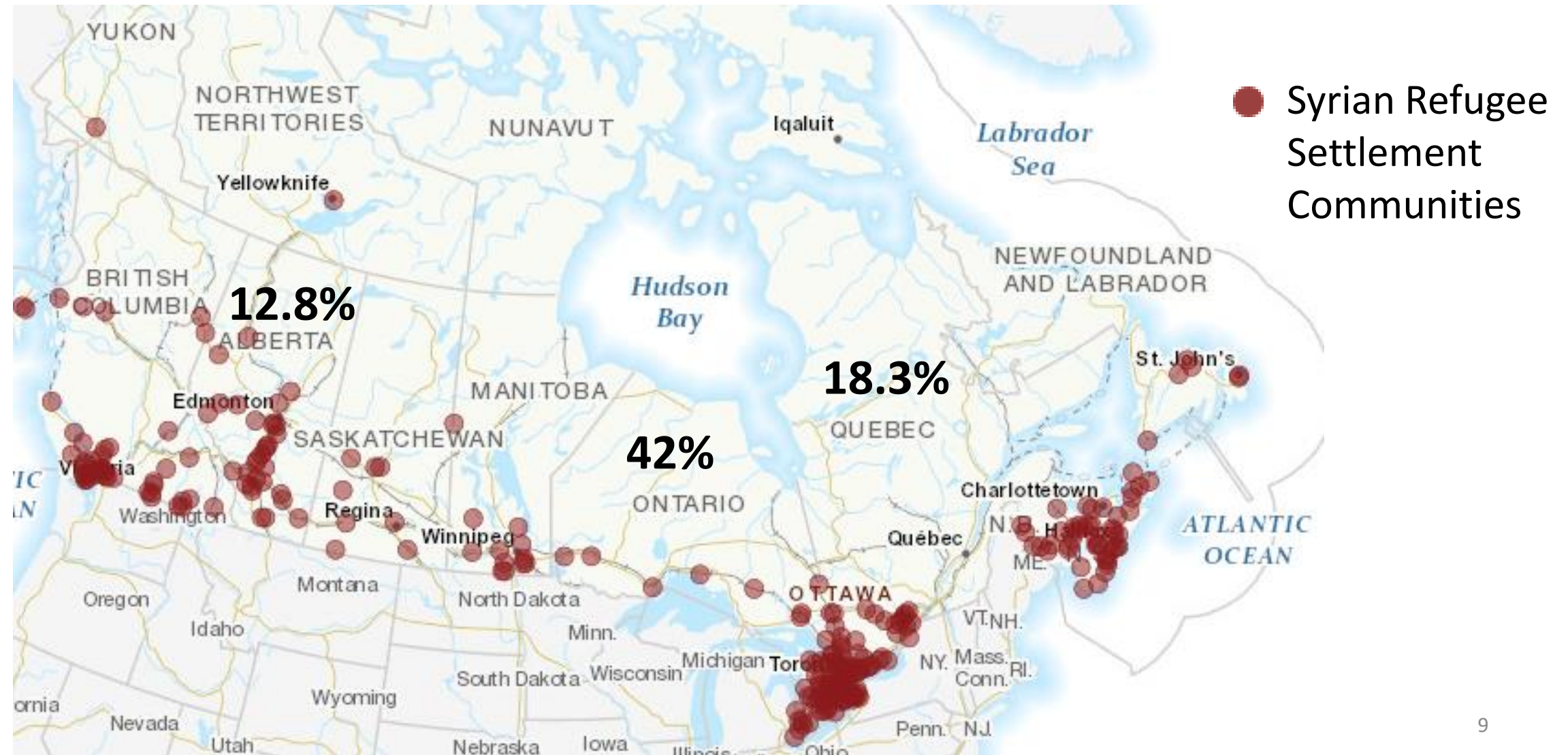
Syrian Refugee Intake



Government
of Canada



Provincial Intake of Syrian Refugees



Provincial Experience



Government
of Canada

Federal funding has not matched provincial cost estimates

Provincial Estimates: QC \$300M ON \$200M

Federal funding: QC \$36M ON \$11M MB \$3M + \$114M in new funding



Housing shortages linked to asylum seekers = refugee intake concerns.

- Non-profit partners:
 - 560 service providers (language integration, employment support, housing searches)
 - Refugee Health Line
 - Multicultural Mental Health Resource
- 12,407 vacant rental units (1.8%)
- Toronto: \$72M (cost of supporting asylum seekers)
- Ottawa: \$11M (requested)

Differentiating Syria & Yemen



Syria

Yemen

Literacy rate:

86.4% (total)
91.7% (male), 81% (female)

70.1% (total)
85.1% (male), 55% (female)

Education:

76% (secondary)
44% (tertiary)

51% (secondary)
10% (tertiary)

Diaspora in Canada:

40,840 (pre-crisis)

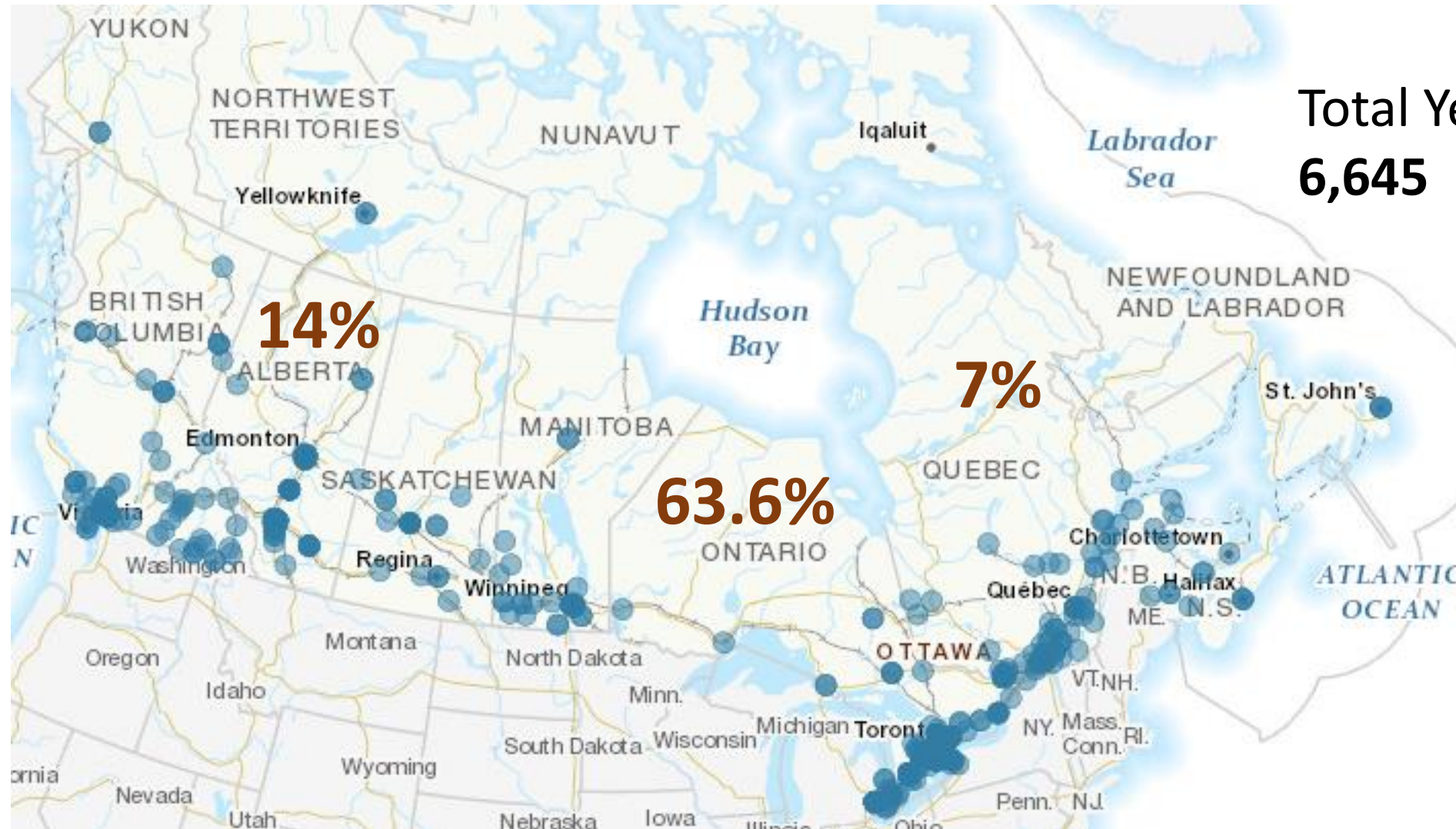
6,645 (majority in Ontario)

Settlement Provider Organizations



Government of Canada

% Yemeni Population Currently in Canada



Total Yemeni Diaspora:
6,645



Differentiating Resettled Refugees & Asylum Seekers

Resettled Refugees

Assessed by UNHCR

Federal income supports

Majority attain housing

Asylum Seekers

Assessed by IRB

Mainly provincial income
supports

Majority use shelters



Differentiating Government Assisted & Privately Sponsored Refugees

Government Assisted Refugees

Government income support
for 12 months

Integration support via
government

10% found jobs

Privately Sponsored Refugees

Private sponsors provide
income support for 12 months

Integration support via
government & sponsors

50% found jobs

Key Objectives



Government
of Canada



OPTIONS

1 Supporting UNHCR in Field

2 A Calibrated Response

3 Prudent Leadership

Supporting UNHCR in Field



Government
of Canada

Humanitarian Need

Accept **5,000** Yemeni refugees
+**\$50M** to UNHCR, doubling of current contribution

Engaging Provinces

\$40M, extend income support to **18 months**

Successful Integration

Phased refugee intake - Year 1 (2,000) → Year 2 (3,000)

Strengths

- Significant support to UNHCR field operations as peace negotiations advance
- Reduces risk of provincial backlash
- Minimizes resettlement challenges

Weaknesses

- Leaves vulnerable refugees behind
- Uncertainties of peace process
- Perception of preferential treatment of Syrian refugees



A Calibrated Response

Humanitarian Need

Accept **15,000** Yemeni refugees
+**\$10M** to UNHCR

Engaging Provinces

\$110M, extend income support to **18 months**

Successful Integration

Phased refugee intake - Year 1 (6,000) → Year 2 (9,000)

Strengths

- Provides protection for 20% of identified refugees
- Reinforces Canada's international reputation

Weaknesses

- Increased pressure on service providers
- Potentially exacerbate provincial frustration despite funding offer
- Extended support for integration costly with uncertain outcome



Recommendation: Prudent Leadership

Humanitarian Need

Accept **7,500** Yemeni refugees
+**\$30M** to UNHCR

Engaging Provinces

\$55M, extend income support to **18 months**

Successful Integration

Phased refugee intake - Year 1 (2,500) → Year 2 (5,000)
Year 1 (60% government : 40% private) Year 2 (40% government : 60% private)

Strengths

- Maximizes public support
- Pacing spreads costs of integration
- Respects capacity of service providers
- Demonstrates international leadership

Weaknesses

- Uncertainties in peace negotiations could prolong/exacerbate conditions of refugees in field

IMPLEMENTATION



Costs: 7,500 Refugees

Based on Government Expenditures for the Syrian Refugee Crisis:

\$384.7M to bring in 26,172 refugees

57% Government Assisted

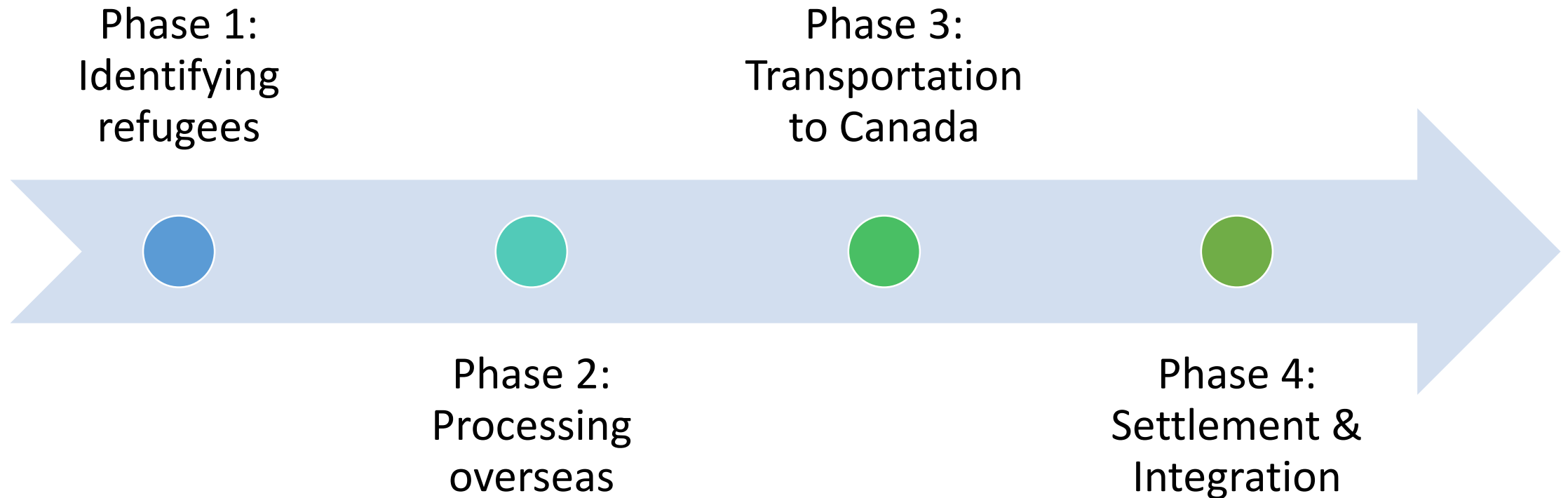
34% Privately Sponsored (minus relevant transportation cost, welcoming costs, and Resettlement Assistance Program costs)

	Year 1	Year 2
Government Assisted	\$32.85M	\$43.8M
Privately Sponsored	\$6.1M	\$18.2M
Provincial Transfer	\$20M	\$35M
UNHCR Funding	\$30M	-
Total	\$89M	\$97M

Implementation Timeline



Government
of Canada



Risk Mitigation Strategy



Government
of Canada

Risk: Potential Backlogs

Implementation Options:

- Designate Yemeni refugees as "prima-facie"
- Request International Organization for Migration to identify a certain number of applications

Risk: Pressure on Provinces

Implementation Options:

- Monetary support
- Meetings between Federal/Provincial Immigration Ministers

Risk Mitigation Strategy



Government
of Canada

Risk: Unengaged Public

Implementation Options:

- Communication strategy
- Local Public Consultations to generate public interest

Risk: Integration Difficulties

Implementation Options:

- Waive transportation loans
- Extend income supplements to 18 months
- Request UNHCR prioritize those with connections to Canada in year 2
- Promote Provincial Nominee Program

Communications Plan: Public and Provincial



Government
of Canada

Method: Social media, Speeches, Press Release, Announcements, Meetings

Audience

Core Messages

Talking Points

General Public

(potential sponsors,
community groups,
school boards)

We call on Canadians to step
up and welcome Yemeni
refugees through private
sponsorships

*"We are calling on the compassion and
generosity of Canadians to welcome
Yemeni refugees"*

*"Canadians: rise to the challenge
and band together to help these
vulnerable people build a new life"*

Premiers

We share a responsibility
to help those in need

*"We have listened: we are providing
additional funds"*

*"This is a partnership and we will work
closely together"*

Communications Plan: National and International



Government
of Canada

Method: Social media, Speeches, Press Release, Announcements, Meetings

Audience

Core Messages

Talking Points

National

Canada has a legacy of humanitarian action and is continuing to welcome refugees

"75,000 Yemeni refugees are in need of humanitarian assistance"

"Government is taking a steady, controlled, and paced approach"

"Safety and security of Canadians is our main priority"

International

(other resettlement countries, eg. Australia, New Zealand)

We urge our friends and allies to join us in addressing the human tragedy in Yemen

"Canada is supporting UNHCR humanitarian work in Yemen and will welcome 10% of its war-ravaged refugee population"

"We are calling on our allies to rise to the challenge and join us in helping these desperate people"



Questions?

Appendix



Appendix A: Levels Plan

2019-2021 Immigration Levels Plan

Immigration Category	Category	2019	2019	2019	2020	2020	2020	2021	2021	2021
		Target	Low	High	Target	Low	High	Target	Low	High
Refugees and Protected Persons	Protected Persons in Canada and Dependents Abroad	16,500	14,000	20,000	18,000	16,000	20,000	20,000	17,000	22,000
	Resettled Refugees - Government Assisted	9,300	7,500	9,500	10,700	9,000	11,000	10,700	9,000	11,000
	Resettled Refugees - Blended Visa Office Referred	1,650	1,000	3,000	1,000	500	2,500	1,000	500	2,500
	Resettled Refugees - Privately Sponsored	19,000	17,000	21,000	20,000	18,000	23,000	20,000	18,000	23,000
	Total Refugees and Protected Persons	46,450	39,500	53,500	49,700	43,500	56,500	51,700	44,500	58,500



Appendix B: Costing calculations

Feb 2016 - \$384.7M to bring in 26,172 refugees

57% Government Assisted (14,994)

34% Private Sponsored (8,954)

Relevant transportation cost: \$56.8M

Relevant welcoming cost: \$65.5M

Resettlement Assistance Program: \$102.7M

Cost for Government Assisted = $0.57 \times 384.7\text{M} = 219.279\text{M} / 14,994 = \mathbf{\$14,624}$ per GA refugee

Cost for Private Sponsored = $384.7\text{M} - 56.8\text{M} - 65.5\text{M} - 102.7\text{M} = 159.7\text{M} \times 0.34 = 54.298\text{M}$
 $= 54.298\text{M} / 8954 = \mathbf{\$6064}$ per PS refugee



Appendix B: Costing calculations

Cost per Government Assisted Refugee = \$14,624

Cost per Private Sponsored Refugee = \$6,064

Recommendation

Year 1 – **2500** refugees:

60% Government Assisted = 1500 refugees x \$14,624 = \$21.9M

+ additional 6 month income supplement = \$21.9 + \$10.95 = **\$32.85M**

40% Private Sponsored = 1000 refugees x \$6,064 = **\$6.1M**

Year 2 – **5000** refugees:

40% Government Assisted = 2000 refugees x \$14,624 = \$29.2M

+ additional 6 month income supplement = \$29.2 + \$14.6 = **\$43.8M**

60% Private Sponsored = 3000 refugees x \$6,064 = **\$18.2M**



Appendix B: Costing calculations

Sponsorship Cost Table

Family Size	12 Months of Income Support	Start-up Costs	Estimated Total Annual Settlement Cost (\$)
1	13,200 (12 x 1100)	3300	16,500

Unemployment Rate for Government Assisted = 50%

Unemployment Rate for Privately Sponsored = 10%

Year 1

1500 Government Assisted x 0.5 = 750 x \$16,500 = \$12.4M

1000 Privately Sponsored x 0.1 = 100 x \$16,500 = \$1.65M

= \$14.05M + additional 6 months = \$14.05M + \$7.025M = **\$21.1M**



Appendix B: Costing calculations

Sponsorship Cost Table

Family Size	12 Months of Income Support	Start-up Costs	Estimated Total Annual Settlement Cost (\$)
1	13,200 (12 x 1100)	3300	16,500

Unemployment Rate for Government Assisted = 50%

Unemployment Rate for Privately Sponsored = 10%

Year 2

2000 Government Assisted x 0.5 = 1000 x \$16,500 = \$16.5M

3000 Privately Sponsored x 0.1 = 300 x \$16,500 = \$4.95M

= \$21.45M + additional 6 months = \$21.45M + \$10.725M = **\$31.2M**



Appendix B: Costing calculations

Global Affairs Expected Budget

Future-Oriented Condensed Statement of Operations for the year ended March 31, 2019 (dollars)

Financial information	2017–18 Forecast results	2018–19 Planned results	Difference (2018–19 Planned results minus 2017–18 Forecast results)
Total expenses	6,521,260,671	6,344,871,314	(176,389,357)
Total revenues	40,857,700	42,040,093	1,182,393
Net cost of operations before government funding and transfers	6,480,402,971	6,302,831,221	(177,571,750)